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ABSTRACT

Consultations with and written submissions from practitioners and administrators provided the basis for this overview of adult basic education in Victoria, Australia. Based on the findings, recommendations were formulated to allocate new funds to improve programing. The recommendations center on these issues: (1) the need for greater understanding and use of appropriate technologies that meet the needs of people seeking to gain literacy and numeracy skills; (2) increased emphasis on numeracy as part of adult basic education; (3) state and local programs for research into issues relating to adult basic education and establishment of a database; (4) curriculum and associated materials development; (5) professional development; (6) expansion of ways in which programs are delivered; and (7) information and community awareness. Recommendations regarding specific attention to aborigines, people with disabilities, and non-English-speaking people are also offered, while still others concern aging, gender equity in access to education, geographic locations, preemployment and workplace education, and student support. (Appendixes include the consultation brief, the questionnaire and list of respondents, and an advertisement for project consultants. Twelve references are listed.) (KC)

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ADULT BASIC EDUCATION

AND

THE PUBLIC CULTURE

OF VICTORIA

Initiating a process
of wider social discourse
and effective participation

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The D'Cruz Report 1989

(Re-issued 1990)

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Foreword

In 1988 the Victorian Government announced support for a new adult literacy and basic education initiative to expand adult literacy provision across the state and to seek to improve the quality of that provision. Dr V. D'Cruz was employed to advise the Division of Further Education on the implementation of the first phase of that initiative. The report he produced played a major role in establishing the pathways for the subsequent development of the Adult Literacy and Basic Education (ALBE) Strategy in Victoria. It is being released to ensure that as broad a public as possible has access to this excellent document and that the genesis of the current ALBE program is acknowledged.

David Goldsworthy
Senior Consultant
Adult Literacy and Basic Education
Division of Further Education
Ministry of Education

The role of government of course goes beyond economic issues to broader issues of social justice and the welfare of the community as a whole; indeed, economic growth is not an end in itself, but one of a range of means to improved well being for the community as a whole. The Government's view of the role of the public sector in economic development therefore has regard both to the nature of the Victorian economy and to the broader responsibilities of government.

Victoria The Next Decade,
VGPO, April 1987, p 9.

Adult sub-literacy is a significant factor in poverty and unemployment. Although the problem is difficult to gauge, it is conservatively estimated that in excess of 100,000 adult Victorians of English-speaking background are insufficiently skilled in basic reading, writing and mathematics to cope with the everyday requirements of work and society. Sub-literacy not only severely restricts opportunities for the individuals affected but also limits their capacity to contribute to Victoria's need for an increasingly knowledgeable and skilled workforce. In 1988-89 the Government will provide a major boost to funding for adult literacy and basic education activities through the allocation of $2.5 million to consolidate and expand tuition services and program support. This strategy will aim to overcome disadvantages currently faced by sub-literate adults in gaining entry to training, retraining and secure employment.

Victoria Budget Strategy and Review 1988, Budget Paper No. 2, Government Printer, 1988 pp 76-77.

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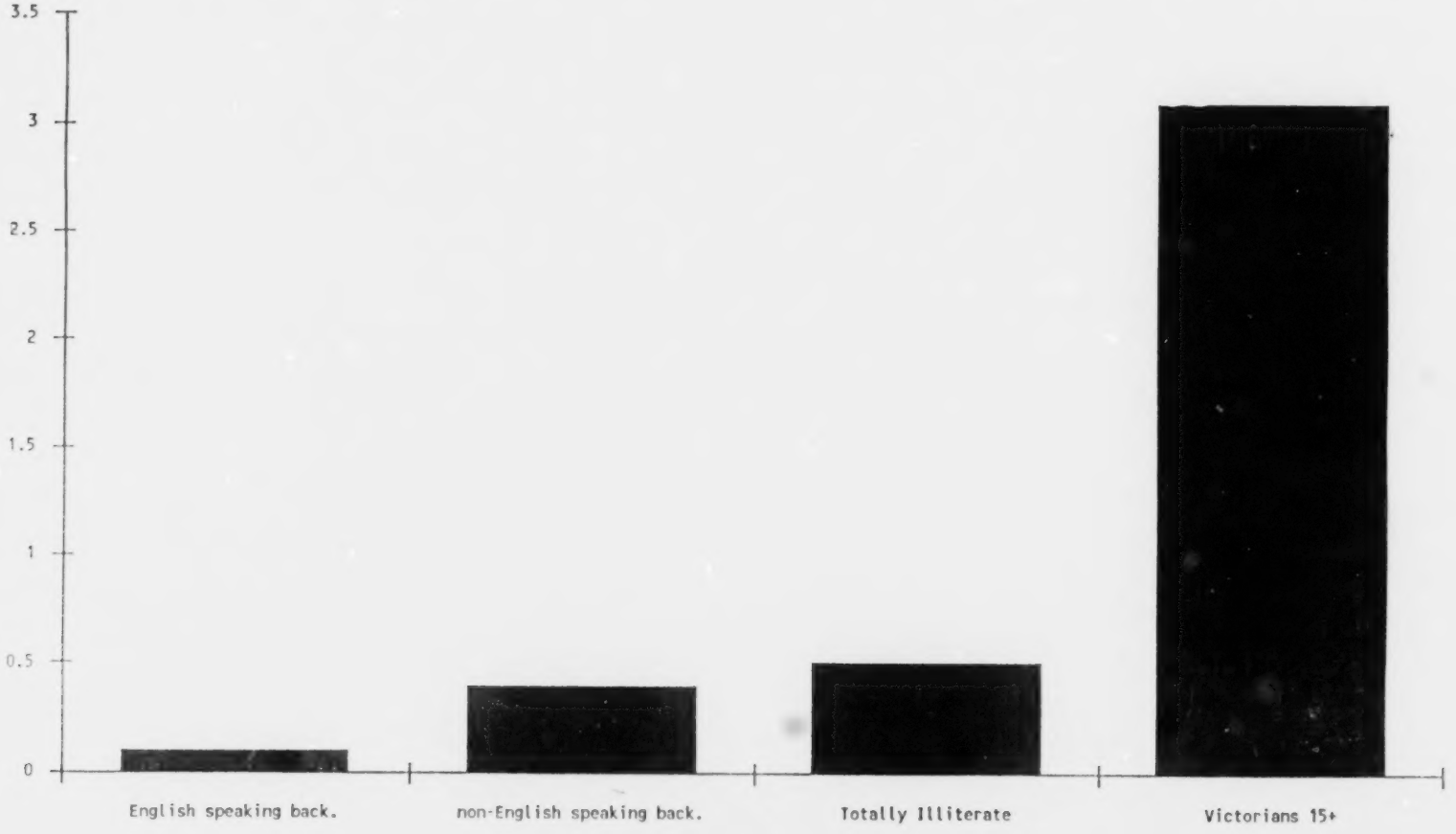
Introduction

It helps to be able to speak, read and write in English in Victoria; and that is true for all Australians, for all ethnic groups, including the Anglo-Celtic group. It is estimated that some 430,000 Victorians are functionally illiterate, of whom around 21 per cent are linguistically of English-speaking background. It can be seen in Diagram 1 that the numbers of functionally illiterate persons form a sizeable proportion of the Victorian adult population. While it brings great personal satisfaction for an adult to be literate and numerate in a society such as Australia's, the sense of competence and wellbeing is made socially productive and more complete by enabling him or her to take an effective part in public life, where important decisions are made, and by also enabling that person to communicate with fellow Australians who come from a variety of linguistic and ethnic backgrounds.

I have chosen to use the more generic terms, adult basic education, in this Report. I have defined this term no further than to minimally describe its component parts as those of literacy and numeracy and view competence in adult basic education in a functional context.

The providers of adult basic education are among this country's unrecognized and unsung heroes. Many are volunteer workers. Few sections of the teaching profession have remained as enthusiastic about their work despite having been, until recently, perhaps the most impoverished sector of education. While they might have been unsung by others, they have, nevertheless, developed voices of their own. Their wide and astute political activities, within the public culture of Victoria, eventually won their cause social and political recognition, and government funds were made available to them in generous measure in the 1988-89 Victorian budget. It is in that context of new government policy initiatives and funding in the area of adult basic education that this Report was prepared.

Diagram 1 : Adult Illiteracy in Victoria



This Report was commissioned in early November 1988, when I was appointed Senior Consultant, with a brief, and it was formally completed Christmas Eve 1988. The consultative meetings took most of the time, about four weeks, only after which could the State-wide chapter summarising the views of providers in the field (Chapter 3) be written. The writing of the rest of the Report could be largely done only after Chapter 3 was completed. The consultative process and its findings were therefore crucial to the writing of this Report.

To attempt to name even a few of those who have helped shape this Report always makes it unavoidable that many helpful people would be omitted; even so a few must be specifically thanked: Michael Backerra, Ian Gibson and Dorothy Kiers (DFE); Lionel Bamblett (VAEAI); Geoff Burke (AMES); Heather Haughton (VALBEC); Helen Kimberly (ANLC); Joan Graystone and Trish NiIvor (Resource Co-ordination Division); Helen Gribble, Lee Hayles (CAE); Helen Smith (VEF); Noel Simpson and Aileen Treloar (ALBEU). My special thanks go to the following who were responsible for preparing the manuscript for publication: Robin Baker and Maria Cincotta (DFE); Kathy Boyce, Melanie Werkmeister, Carla Pagonidis, May Shrour, (Resource Co-ordination Division). Professor Brian Crittenden (La Trobe University), and Mrs Anne Crittenden made useful comments on an early draft; Ian Conboy (Schools Division) and Michael Backerra (DFE) provided invaluable editorial help. One of the good experiences in this consultancy has been that of working with Judith O'Neill, the General Manager of the Division of Further Education, who appreciated some of the more difficult aspect of this consultancy and who was supportive without being intrusive. Equally, every provider and divisional officer consulted was cooperative in a measure that can only be described as fulsome. Jenni Neary (Portfolio Policy Co-ordination Division) and Graeme Hall (Resource Co-ordination Division) were generous in housing me during my stay with the Ministry of Education at the Rialto. One must also acknowledge that future reports on adult basic education in Victoria will be indebted to that seminal work of Dr Don Edgar - as indeed is this Report - whose *Focus on Adults: Towards a Productive Learning Culture* appeared in 1987. Finally, while

the contributions of many have added great value to this Report, I alone am responsible for the analyses and recommendations contained in this document.

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Recommendations for expenditure

My brief was to prepare a strategy plan to advise the General Manager, Further Education on the implementation of the program support and development component of the adult literacy and basic education policy initiative. I was asked to define the context and parameters for the expenditure of almost $1m in the areas of research, curriculum, professional staff development and evaluation with an emphasis on developing and evaluating modes of delivery.

The brief required me to consult widely[1]. The consultative process made me aware of a number of issues of importance which went beyond the brief I had been given. As I considered that the General Manager ought to be aware of all the matters raised with me, I have included a discussion of all the outcomes of the consultation in the full report.

This summary provides an outline of my recommendations and of my suggestions regarding the expenditure needed to implement them. It is important, however, that my recommendations and the strategies I have proposed are seen in the context of the overall strategy for adult literacy and basic education in Victoria.

Context

In 1988-89, a sum of $2.5m[2] was allocated by the Victorian Government, as a new policy initiative, to adult basic education across the State.

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1 The full consultative process is described below, especially in chapter 3.

2 $3.4m in a full year

To ensure that adult basic education is properly resourced, funds in the order of $1m have been allocated from this initiative to the Councils of Further Education to sustain and increase the range and variety of local programs available to the 400,000 people thought to need them. Funds have also been directed to ensuring that the provision of adult literacy and basic education programs in TAFE colleges and by the Council of Adult Education (through its workplace basic education project continues and is enhanced.

Ten regionally based positions (adult literacy and basic education officers at ADM-6[3]) have been funded to serve and assist policy development and the delivery of adult basic education. As well, the position of Senior Consultant (Adult Literacy and Basic Education) has been established as part of the Division of Further Education to ensure that State-wide co-ordination and development will continue and that the role of the regional officers will be maximized.

My contribution to the overall strategy should be seen in the light of these developments, which reflect the proposal for a policy initiative made by the Division of Further Education to the Government.

Recommendations

In writing the report I have not followed the practice in some reports of making specific recommendations at the end of each section. However, I have indicated at various points through the document what increased personnel, services and material resources I believe to be needed. In this section I will summarize the strategy, mechanisms and staffing by which my recommendations are to be implemented.[4] These recommendations are represented schematically in Table 1.

---

3 ie, Administrative Officer, Class 6

4 The budget available in 1988-89 provides a substantial influx of funds for one off projects. Continuing support may be provided by the use of Commonwealth funds which will also be available to supplement the State recurrent funds referred to in this report.

Table 1 - Resource distribution following implementation of Report

	State-wide support including new position - Senior Consultant (ALBE)*	Specific staff support permanent and contract**	Support from regional adult literacy and basic education officers*	Support from Councils of Further Education and from the general staff in the regional offices	Support from projects**	Additional funding** for allocation by Councils of Further Education- (a) regionally (b) to providers	Supported by programme funding allocated by Councils of Further Education to provider-practitioners*
CATEGORY 1							
Technology	▩	▩ ADM-7(c)	▩	▩	▩	▩	
Numeracy	▩	▩ ADM-7(c)	▩	▩	▩		
Research/curriculum development	▩	▩ ADM-7(c)	▩	▩	▩		
Professional development/delivery systems	▩	▩ ADM-7(c)	▩	▩	▩	▩	
CATEGORY 2							
Data-base/information	▩	▩ ADM-6(p)	▩	▩			
Information and community awareness	▩	▩ ADM-6(p)	▩	▩			
CATEGORY 3							
Aborigines	▩	▩ ADM-6(p)	▩	▩	▩		▩
Disability	▩	▩ ADM-6(p)	▩	▩	▩		▩
JESB	▩	▩ ADM-6(p)	▩	▩	▩		▩
CATEGORY 4							
Issues including ageing, equal gender access	▩		▩	▩			▩

* Positions and activities are already funded as part of the State-wide strategy.
** These positions and activities are the subject of recommendations of this report.
(c) Contract staff: to be reviewed after 6 months
(p) Permanent staff
▩ Pattern of support for each category on implementation of Report

The consultation revealed a number of substantial issues which the providers of adult basic education consider should be addressed. These include:

* the need for greater understanding and use of appropriate technologies which meet the needs of people seeking to gain literacy and numeracy skills;
* increased emphasis on numeracy as part of adult basic education;
* research into issues relating to adult basic education;
* curriculum and associated materials development;
* professional development;
* expansion of ways in which programs are delivered;
* information and community awareness.

The consultation also showed that there were three groups of people whose needs required specific attention: Aborigines, people with disabilities and people from non-English speaking backgrounds.

Other issues were identified which are important for further education and especially for adult basic education. They concern ageing, equal gender access, geographic locations, pre-employment and workplace education, and student support.

The various issues just referred to can be grouped into four categories according to how each might best be serviced and facilitated.

The first category includes technology; numeracy; research, curriculum and materials development; professional development and the techniques and mechanics of delivery.

The second category includes the development of an up-to-date and comprehensive data base and creating and extending community understanding and awareness of adult basic education.

The third category contains the specific groups identified for targeting: Aborigines, people with disabilities and people from a non-English speaking background.

The fourth category includes the issues listed above such as ageing and equal gender access.

Each category is defined in terms of a different way of addressing the issue in question, but in every category the strategy recommended aims to ensure that an infrastructure to provide ongoing support for the future is established, that provider-practitioners are involved, and that additional support is available through project funding where such support is needed.

Category 1

The issues in this category are matters of importance specifically in the area of adult basic eduction to an extent that makes it appropriate that work in relation to them is supported by a full measure of consultation serviced by expert and senior staff.

The issues previously referred to as falling into this category can best be grouped in four areas: (a) technology; (b) numeracy; (c) research, curriculum and materials development; and (d) professional development and the techniques and mechanics of delivery.

The investigation of new technologies for adult basic education will be complex. It must take into account what is possible and appropriate technically, and what is possible and appropriate for the human beings involved as educators and learners.

Numeracy has been a relatively neglected area, perhaps because the point at which a person can be said to be "numerate" in our society is much harder to define than in the case of literacy and, perhaps, because many people who

become involved in tutoring in basic education are themselves less confident about their ability to teach numeracy than to teach literacy.

Although research, on the one hand, and the development of curricula and materials, on the other, are separate undertakings, they have been paired for two reasons: (1) many activities arising out of this initiative will include research, and the remaining research required might not warrant an independent research function; and (2) the available resources make some combining of work necessary. This particular pairing links research (apart from the research concerned with targeted areas) to outcomes of practical use to people in the field.

Professional development and the techniques and mechanisms for delivery have been paired because each represents a different aspect of the same general issue, namely, how best to package and present the end product.

Each of the four areas requires the direct involvement of people with practical experience in basic education and of people with the relevant theoretical and professional skills and perspectives. This mix of attributes should be provided by (1) a reference group of between 3 and 5 people, chosen by the General Manager in consultation with an experienced practitioner who would assume the role of Chair, and (2) specialist officers employed within the Division for a period of six months on contract working full time at ADM-7.

Each specialist officer would work with a reference group with three major tasks: (1) to assess the adequacy of services in each area in Victoria; (2) to coordinate these area; (3) to draw up a strategy proposal.

The following points should be made about the above recommendations.

1. All staff will be engaged on contract, initially for six months[5].

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5 It is possible that people taking up these positions will do so on secondment from their present positions (subject to negotiation with their employers).

2. The positions should be revised after six months in the light of work to date, future needs, work in the meantime in other related areas and the budget.

3. The Senior Consultant (Adult Literacy and Basic Education)[6] will be responsible under the overall direction of the General Manager (Further Education) for supervising and co-ordinating the work of the specialist officers and their reference groups.

4. The reference groups will include, as part of their membership, regional Adult Literacy and Basic Education Officers[7] where appropriate.

In addition to the staffing and support mechanisms just described to enable the activities identified in Category 1 to be dealt with, funds can be used to support these activities in a variety of ways.

(i) Projects

A total amount of $300,000 has been allocated for all projects. I recommend that these funds be made available for State-wide and local projects in the areas of research, curriculum development and materials, professional development and the techniques and mechanics of delivery.

Projects may be State-wide or local. Those which are State-wide will be more able to be generalised throughout the Division of Further Education, while this may not be true of those which are local. Two or more local centres may combine and submit a proposal for a local project. $250,000 should be allocated to State-wide programs and $50,000 to the regional Councils of Further Education for local projects.

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6 Funded as part of the State-wide strategy.

7 Funded as part of the State-wide strategy. The people occupying these positions have responsibility across all aspects of adult literacy and basic education at a regional level. As such, they constitute, amongst other things, ten field officers but will be encouraged to develop specialist support to the field.

(ii) Professional Development

In addition to the arrangements outlined above, I would recommend that $75,000 be made available for training programs and other professional and staff development activities of which the major part would be spent through the Councils of Further Education.

(iii) Techniques and mechanisms of delivery

In order to enable the regions and provider-practitioners to extend and develop program delivery, I suggest that funds in the order of $120,000 be made available, $55,000 to regional offices and $65,000 to providers through the Councils of Further Education. The funds could be used in a variety of ways by people in the field and should allow each regional office to purchase hardware to support the database and software options of assistance to the field.

Category 2

It is important that the public be made fully aware of the activities being undertaken by the Division of Further Education and how they complement Victoria's Social Justice and Economic Strategies. Further, in order to implement policy satisfactorily, the Division requires up-to-date statistical data on its programs and their levels of success.

The report argues that a proper data-base must be established not only in the area of adult literacy and basic education but across the whole of the sector. Without an effective data-base, it is difficult to develop worthwhile referral systems which can link people to programs or which can establish links between provider-practitioners in an ongoing and open way. As well, a program of community awareness needs to be expanded based on accurate information about courses and seeking to give the wider community a greater understanding of the issues and problems inherent in adult basic education.

Both these activities will involve the ten regional officers, who will be able to provide from the regional office a regional network of information and advice. It seems sensible, however, to ensure that their work is properly supported by

employing two officers at, say ADM-6 level to co-ordinate and develop appropriate support mechanisms and to expand and maintain the data base.

In addition to the recommendations made above for the employment of staff by the Division it is recommended that $30,000 be available for essential publications and purchasing.

Category 3

This category is concerned with three targeted groups: Aborigines; people with disabilities and people from a non-English speaking background. For these three groups the work that needs to be done is not all specific to adult basic education. For that reason, it is recommended that a person be employed for each of these three areas, and that the person have responsibility for the targeted concern as it relates to basic education and to further education generally. Some of the funding for these positions should come from sources other than the funds on which I have been asked to make recommendations. Secondly, it is recommended that the staff in each of these areas have a duty to consult and liaise with those in touch with the delivery of programs and with adult learning needs and that this consultation and liaison take place through the Councils of Further Education and the regional structure. This is the appropriate mechanism in this case because the distinction between adult basic education and other aspects of further education is not easily determined and so it would be undesirable to set up separate consultative paths and relationships in each in relation to the same target group.

Category 4

In the fourth category are other issues which have been identified as important for further education and especially for adult basic education, but which would be better dealt with in the context of policy development and planning generally, rather than through a specific mechanism or structure. These issues concern ageing, equal gender access, geographic location, pre employment and workplace education, and student support. It should be a responsibility of both

Abbreviations

ABC	-	Australian Broadcasting Corporation
ACET	-	Australian Council for Employment and Training
AFECC	-	Association of Further Education Centre Committees
AIMA	-	Australian Institute of Multicultural Affairs
ALBEU	-	Adult Literacy and Basic Education Unit
AMEP	-	Adult Migrant Education Program
ANLC	-	Association of Neighbourhood Learning Centres
CAE	-	Council of Adult Education
CEP	-	Country Education Project
CES	-	Commonwealth Employment Service
CBP	-	Community Based Provider
CBT	-	Community Based Training
CPAG	-	Community Provider Advisory Group
CSV	-	Community Services Victoria
EFS	-	English for Further Study
EOP	-	English for Occupational Purposes
ESL	-	English as a Second Language
LAC	-	Local Advisory Committee (to the Council of Adult Education)
NESB	-	Non-English-speaking background
NHCP	-	Neighbourhood House Coordination Program
NTC	-	National Training Council
RAEC		- Regional Adult Education Committee
RALC	-	Regional Adult Literacy Co-ordinator
RTB	-	Regional TAFE Board
SBS	-	Special Broadcasting Service
TAFE	-	Technical and Further Education
TECAV	-	Tertiary Education Coordinating Authority of Victoria
TOCN		- TAFE Off-Campus Network
TOP	-	Tertiary Orientation Program
U3A	-	University of the Third Age
VAEAI	-	Victorian Aboriginal Education Association Inc
VAEB		- Victorian Adult Education Board
VALBEC	-	Victorian Adult Literacy and Basic Education Council Inc
VALG		- Voluntary Adult Learning Group
VCAB		- Victorian Curriculum and Assessment Board
VCE	-	Victorian Certificate of Education
VEAC		- Victorian Ethnic Affairs Commission
VEF	-	Victorian Education Foundation
VISTEL	-	Victorian Telecommunications Authority
3RA	-	Resource Agrement 3 - Country Student Participation

PART I

Chapter 1. Context of the Report

1.1 The character of the movement in adult basic education

During this consultancy, I noted that one of the striking features of almost every individual or group associated with the movement of adult basic education in Victoria is the sheer enthusiasm, excitement, strong participation and sense of ownership of their work. This positive participatory feature of the adult basic education movement - and it is, indeed, a movement - should not be compromised, or Victoria will have only a shell of a structure instead of a dynamic movement. This does not mean that providers of adult education programs have not experienced their moments of frustration and despondency. Equally, a cautionary point raised in the course of the consultation needs to be kept in the picture. It appears that, in some instances, what began as genuine ownership of their endeavours eventually became possessive, on occasions generating a kind of dependency culture with providers speaking on behalf of their clients with little evidence of the clients being given an opportunity to articulate their own needs publicly. A positive move to offset such a dependency culture can be seen in the formation of the type of student group support initiated by Prahran College of TAFE (see Chapter 4, Section 4.4).

The main thrusts of the effort of many of the providers in Victoria, encountered in the course of the consultancy, ranged from coaxing individual clients out of the cold and solitary realms of limited social encounter to the more interactive and meaning-oriented contexts of small group learning. As the consultations continued and a dialogue developed between providers and the consultant, there slowly emerged a sense that adult basic education in a multicultural society,

such as the one in the State of Victoria, needed to help our students (at first gropingly and tentatively, but later more confidently) to take an effective part in that public realm where some of the most important aspects of our lives are determined as well as to relate with and engage peoples of different cultural backgrounds in a wider social discourse. The retreat from solipsism is marked by the growing concern, clearly emerging among those working in the field that the purpose of adult basic education should be intimately connected with associated notions of people's more complete and personally satisfying contributions to the cultural life around them.

While adult basic education in Victoria has been characterised by many excellent user-based programs, both personal and at the social grassroots, the economic realities facing Australia have forced Governments to examine the quality of skills existing in its adult population. While the various education authorities can overhaul school curricula and make them more comprehensive and relevant to the needs of the post-industrial society, the reality is that there will be a lag time before these students join the workforce. Therefore Governments are forced to look at the quality of existing workers and those with the short-term capacity to join the workforce. Where ever possible, the skills of the disadvantaged must be utilised for the social and economic contributions which they have a right to make. Australia can no longer afford the luxury of ignoring the capability of relatively large sections of its population.

1.2 Developing a more inclusive perspective

When this consultancy began, the initial discussions focused heavily on the local interests and the distinctiveness of provision and providers in the field of adult basic education. However, as the responses (to the questions posed in the document, "A Basis for Consultation", circulated for comment [see Appendix 5]) were returned, it was clear that providers were capable not only of perceiving their own local interests but also of seeing their local interests within a wider perspective. Indeed, some providers proudly and confidently claim to have shaped government policy. One respondent stated:

> Government policy has been influenced by the movement and often clearly reflects the movement's voice. This is particularly evident in respect of the Social Justice Strategy commitment.

Respondents provided sketches of the Government's social justice and economic strategies with a fair degree of definition, within which individual and institutional providers could see the relevance of their particular work, yet without losing sight of the uniqueness of their response to their own clients' needs (section 3.2).

The task ahead is to find an operational way in which the process of working within the mandate presented to providers by Government (namely what is perceived as in the community interest in the form of social justice and economic strategy especially as they relate to adult basic education) is somehow held together, even if with some tension, with the second process, that of generating ideas and practices consistent with professional obligations in the interaction between providers and those particular sections of the community, with whom they interact, who are considered to be in need. A difficult aspect of the task lies in that oscillating movement as one attempts to reconcile those imperatives that come from the community through parliamentary and other public bodies with that other cluster of imperatives which are generated in the in the more immediate interaction between the providers of adult basic education and those sections of the community they serve as professionals. Providers in the field and those who represent the government have to come to some agreement over two principles. First, the government is obliged to recognise the professional competencies of the providers as they respond to genuinely perceived needs of their clients. Secondly, providers are in turn obliged to respond positively to general strategies in adult basic education which the government offers as its genuine perception of the interests of the community. It is the constructive meshing of these principles in a working relationship in the Division of Further Education that calls for imagination, sharing, hard work and good humour (which is another name for patience), on the part of the managers and providers. While being a difficult one, this task

is no different, however, from that which lies at the heart of cultural processes, namely the reconciling of multiple sources of legitimation.

1.3 The characteristics of the Division and its clients

A significant aspect of any inquiry in the field of further education will henceforth have to come to terms with what is characteristically "Divisional" about this sector of education, and what is characteristic of the adult aspect of its clients and its work.

Whereas previously agencies and providers were able to relate to other educational sectors largely at a local level, the formation of the Division of Further Education provides a formal State level context for negotiation with other educational sectors and government agencies - while not denying individuals or groups, such as neighbourhood houses, the possibility to continue their worthwhile range of activities in the field, including that of adult basic education, while drawing funds from Divisional and other sources for other purposes and projects which are consistent with their philosophies and operational styles. The Division also gives a focus and framework at a State-wide level for individual and institutional providers to come together to discuss issues of common concern such as curriculum or industrial issues.

The origins of the Division lie in the Report of the Ministerial Review of Adult Education in Victoria chaired by Dr Don Edgar, which was released in 1987. The Edgar Report proposed that there should be a new statutory authority reporting to the Minister and responsible for State-wide policy and planning (Edgar, 1987, p.12). This new authority would take over all the functions and responsibilities of the Council of Adult Education, which would then retain its name and become an institute of adult education.

The Edgar Report also recognised the need for new direction and vigour in the organisation of further education, if the government was to achieve the objectives of its Social Justice and Economic Strategies. This is illustrated in the following passage:

> Why is adult education regarded (specially by Government planners) as a soft, middle-class mere enrichment activity for the leisured, and a low-priority area? The answer cannot rely only upon accusations of ignorance or narrow economism on the part of Government and its bureaucracies. It reflects a reality that this Review can only partly counter: that adult education in Victoria has not addressed adequately questions of priority, changing social values and needs, and equity in access to further education. Yet some major providers argue that the present system is "doing fine" and apart from additional funding should be left as it is or left to "evolve". The reality is that adult education will not receive higher funding unless it can overcome its image problem and affirm a willingness to change to meet new social conditions. (Edgar, 1987, p.46)

Following consideration of the Edgar Report, the Government decided in November 1987 to establish the State Training Board and the Division of Further Education. The Division of Further Education is one of the four Divisions of the Ministry.

A short description of the purpose of the Division of Further Education has been described in an internal document prepared by the Division as follows:

> Philosophically, the Division could be said to have one wider and more specific brief. The wider brief is to promote the concept and provision of education (other than education provided or supervised by other agencies of the Ministry) to people who have left the schooling system. This is a function which should not be taken lightly. In a time when there is an ageing population, greater leisure, earlier retirement, diverse lifestyles and skills and qualifications which become outdated and irrelevant within increasingly short periods (in an age affected by human stress that these cause), the availability of adult education in its broadest sense is essential for the economic, physical and mental well-being of society as a whole.
>
> That said, the Division's immediate and specific brief is to deliver the Government's strategies and objectives in relation to particular target groups.

The target groups include those in need of programs in literacy and basic education (such as the unemployed and under-employed, Aborigines, and older people not from English-speaking backgrounds), and women, migrants, older people, Aborigines and people in remote areas who have been excluded from access to learning.

It must be admitted that it will not be quick or easy to bring effective further education programs to people in these target groups. To identify and deliver specific programs to specific people will require from those engaged in further education new networks, new strategies, and, possibly, new attitudes. The Division and its various elements will have to be creative in finding how to reach people outside the reach of present programs, and in finding how best to meet their educational needs.

The Edgar Report recognised that further education could contribute to a significant degree to the Government's economic and social justice strategies, and the Division was established in order to make the most of the Government's objectives in this area: it will take time and leadership to convert the broad proposals into real social justice.

The widening of the horizons is occurring in adult basic education. It is clear that the majority of those consulted not only see the need but argue for a State-wide perspective which includes their own local and regional interests. The next step forward, again one which has a reservoir of goodwill going for it, not only involves the ability to think of the adult basic education needs of the State as more than a shopping list but one that actively seeks to accommodate the needs and interests of literacy and numeracy providers, in the knowledge that in apportioning funds according to one set of priorities other sets of priorities are excluded. To think Divisionally, in this instance, is to think of local, regional and State-wide interests with the intention of sharing, of aligning what is desirable with real costs. The creation of the Division of Further Education is an opportunity to have a context in which providers and their clients are able to think and to relate with each other realistically, creatively, in sharing the work and costs involved in adult basic education across the whole State.

The adult aspect of adult basic education has been described to the consultant by one provider in the following terms:

> Teaching has always been double voiced. On the one hand, it speaks on behalf of a particular subject matter; on the other, it speaks with social authority existing independently of the subject matter. In traditional schooling, this second voice is the voice of an adult community asserting its authority over children being socialised into a culture. Adult educators, however, intuitively realise that this is an inappropriate voice to speak to adults with. Adults are not children; they already exist within a lived cultural frame, they have already been socialised into a cultural, moral and cognitive world. Thus adult education is not a site of socialisation, but rather a site of culture contact and inter-cultural dialogue. Most of the twist and turns in the thinking and practice of adult educators can be seen as attempts to accommodate this State-wide paradoxical fact.

Yet another respondent has commented as follows:

> Adult basic education is intended to restore self-esteem by teaching skills, not to teach skills by restoring self-esteem. The advantage of a mechanistic approach to adult basic education is that it does not presume to determine for adult learners their political and social agendas, but rather empowers them to determine their own.

The essentially 'adult' nature of the enterprise that constitutes adult basic education is one that needs to be reflected on and, for which, an adequate philosophy needs to be articulated. Much of this philosophy needs only to be articulated, because in typical Australian fashion a few people 'got cracking on the job' without too much theorizing about it. That is not to deny the Freirian influence of the early providers in the field, such as of the Council of Adult Education, VALBEC and the Neighbourhood Centres, although as the more psychological and interpersonal elements of the one-to-one and small-group relationship in the provider-client interaction developed, and as the social-relational dimension is being increasingly worked up, a more inclusive

perspective than even that of Freire may need to emerge. Such a perspective is one that would need to hold together, prominently and clearly, the interpersonal and more subjective elements (akin to Martin Buber's I-Thou dimension) of the work that providers do in adult basic education, as well as the more objective elements (akin to Buber's I-It dimension) of their programs and practices (D'Cruz, 1979).

1.4 The purposes of adult basic education

In a culture such as Australia's, access to an adequate opportunity to acquire skills of numeracy and literacy are ones to which each individual has a right. Furthermore, they are skills that can be both personally satisfying as well as desirable and able to contribute to the social and cultural life of the community (Kindler, 1987). With the pronounced, ethnically partisan, Anglo character of modern Australian public life, literacy in English as well as numeracy are skills necessary, at a minimum, for wider communication among the multiplicity of peoples with diverse ethnic backgrounds and for effective participation in the Australian public culture. The functions of literacy are many, and, by way of illustration, one description of the range given by a provider to the consultant is as follows:

> Although there is now wide acceptance of the notion that literacy must be taught within a meaningful context, this can then be 'cashed out' in two different directions. One is to jettison the abstractness of 'school knowledge' in favour of so-called 'real-life' contexts, a move that leads to a focus on such genres as job applications, letters of complaint, driver licence tests and so on. The other way the shift to 'text in context' can be taken - and this is the substance of our work . . . to view the modern world, its development, institutions and spheres as the site of conflicting ideas, discourses and conceptions. On this view, modern life is answerable to background ideas and that unless students have some 'feel' for these fundamental discourses they will always be situated in modern life as victims, as 'done to or for' rather than doers. A more concrete way of putting this in terms of our own students would be to say that we consider we have succeeded in our task if our students begin to take advantage of the continual

dialogue our society has with itself on the more serious media - specifically documentary programs on 3AR, SBS and (decreasingly) ABV2. In this way we have found that we can use the intellectual debates on public media as a continuation, supplementation and confirmation of the relevance and power of our curricula. And this growing sense of being able to 'tune into' debates that have in the past washed over them as forms of gibberish is highly valued by adults. It means that they feel themselves to have some equality of voice and understanding and a right to contribute to the definition of directions, values and policies.

1.5 Participation

In the transition, as new inclusive structures evolved with the formation of the Division of Further Education, a certain amount of nervous energy was expended in the ensuing reorganisation, some of which might have been more productively directed. It is appropriate now for the adult basic education movement to turn its attention to a range of substantive issues that very urgently need to be addressed in the Division. Some of these are listed in Chapter 4.

I have suggested a number of ways in which this might occur. Provider-practitioners will work closely with the ten regional Adult Literacy and Basic Education Officers in a number of areas. I also envisage a major conference later in 1989 which will involve the field in discussions with the wider community. In addition I have proposed that, in some areas, small expert reference groups work with Division staff to ensure that there is direct involvement of people with practical knowledge and experience in adult basic education.

1.6 An inclusive notion of accountability: the two senses

The objectives of adult basic education fall into the quantifiable and the non-quantifiable categories. It would be irresponsible of anyone demanding accountability of those working in the field of adult basic education to expect that every activity and outcome would be quantified; equally, it would be irresponsible of those in the field to believe that because not all outcomes can be quantified all demands for accountability are to be ignored, except in the most simplistic ways of accounting for moneys spent. The accountant needs to be pacified, but accountability is more than a matter of accounting.

The notion one may have of educational accountability is partly derived from one's understanding of what educators do, namely whether they are educating or only instructing-training their pupils. On the one hand, if what a teacher does is thought of in terms of our understanding of the concept of teaching, one's notion of accountability would give priority to considerations of whether the teacher's activities were well chosen to involve his or her pupils in activities valuable in themselves; whether they touched his or her pupils' imagination, knowledge, beliefs, will and emotions; and whether they involved such educational outcomes as understanding, critical reflection and judgment on the part of the learner. Working from this notion of accountability, any 'accountant' will discover that some of the activities of a good educator will lend themselves to operational description and quantification, while others will defy operational specifications and quantification by any known tests of the activities either of the educator or of the pupils. On the other hand, if what a teacher does is confined only to instruction or training, then one's corresponding notion of accountability need only confine itself to those performances (knowledge, habits, skills) which can be behaviourally identified and easily quantified.

The demand for accountability in educational activities that exclusively comprise training and instruction is more easily satisfied because they involve more easily

quantified phenomena; the demand for accountability of activities that comprise education is harder to satisfy because they are a more complex and subtle phenomenon being concerned with bringing about in pupils certain states of mind and ways of behaving that are held to be of value, which in practice, at least, are not entirely measurable as quantifiable behaviour.

Accountability can and does influence, even determine, curriculum design. For instance: Should tests determine only what can be quantified or should tests reflect other outcomes that are important? In fact, what is measured becomes important to students, and tutors. Thus, if memory is measured but reflective thinking and judgment are not, if rote learning is measured but building a healthy self-concept is not, then, by its very test criteria, the tutor is indicating what he or she considers is important and what his or her priorities are. And the curriculum will be designed primarily to cater for those criteria and not others or, at best, give the latter low priority.

The term accountability, then, may be used in two senses. If the objective of the educator is to produce readily quantifiable and easily specifiable, such as behavioural, objectives (e.g. certain examination scores, certificates or achievement scores), then accountability is linked to a type of achievement, which, by definition, can be empirically tested and publicly assessed. On the other hand, if the objectives of the educator are more diverse, with the intention also to involve students in non-operationally defined worthwhile activities, such as appreciating, reflective thinking and judging, and which are therefore more difficult to quantify, then he is thought of as being accountable primarily in respect of having placed students in situations by which those value criteria are met. We do, of course, speak and act in ways which assume that there is achievement possible in non-quantifiable areas of conduct (and education); and we would certainly look askance at someone who claims that he is creating a good learning situation with respect to certain non-quantifiable objectives, if there is no evidence of any sort of student engagement in it or any discernible change resulting from it. In a restricted sense, the demand for accountability is intended to mean proving in a publicly demonstrable fashion

the achievement of quantifiable results; in a more inclusive sense, accountability is associated with additional notions such as 'explaining', 'describing', 'making clear', 'justifying' one's intended value criteria and programs of action. The different senses of accountability are logically linked to the differing objectives of the educator, or to the objectives which the person who seeks accountability wishes to impose on the educator. The two senses of accountability, therefore, are a restricted sense which emphasises the more readily quantifiable, easily specifiable and clearly behavioural aspects of education; and a more inclusive sense which embraces both those elements of education which secure and those which elude precise quantification and behavioural specifications (D'Cruz, 1978). It is crucial, then, for both the Government and the movement of adult basic education in Victoria to refuse to settle for any less than a notion of accountability that is inclusive enough to serve its varying, subtle and complex objectives and activities.

Chapter 2. Divisional structures and information needs

2.1 Limitations of current data on further education

The charter of the Division of Further Education includes the responsibility for acting as the State-wide agency for the collection, analysis and publication of statistical information pertaining to the whole sphere of further education. Such a database would assist in highlighting the strengths of the area while also helping to clarify the gaps which exist in the range and geographical location of providers and their programs. However, until such a database is developed it is necessary to use the fragmented and limited information which can be obtained from a variety of sources. Consequently, all the data on providers presented in this chapter must be qualified with the warning that it is incomplete, that it is likely to contain some errors which are built into the methods of data collection, and that information contained in the tables is not directly comparable between tables as they come from different sources and cover different ranges of providers.

2.2 Organisational environment

An impression of the diversity and complexity of the area can be obtained from Diagram 2.1. The diagram is a schematic and over-simplified map of the interrelationships between providers and the range of statutory and community organisations which fund and service providers, express and act on behalf of their interests and to which, in a large number of cases, providers are also accountable in varying degrees.

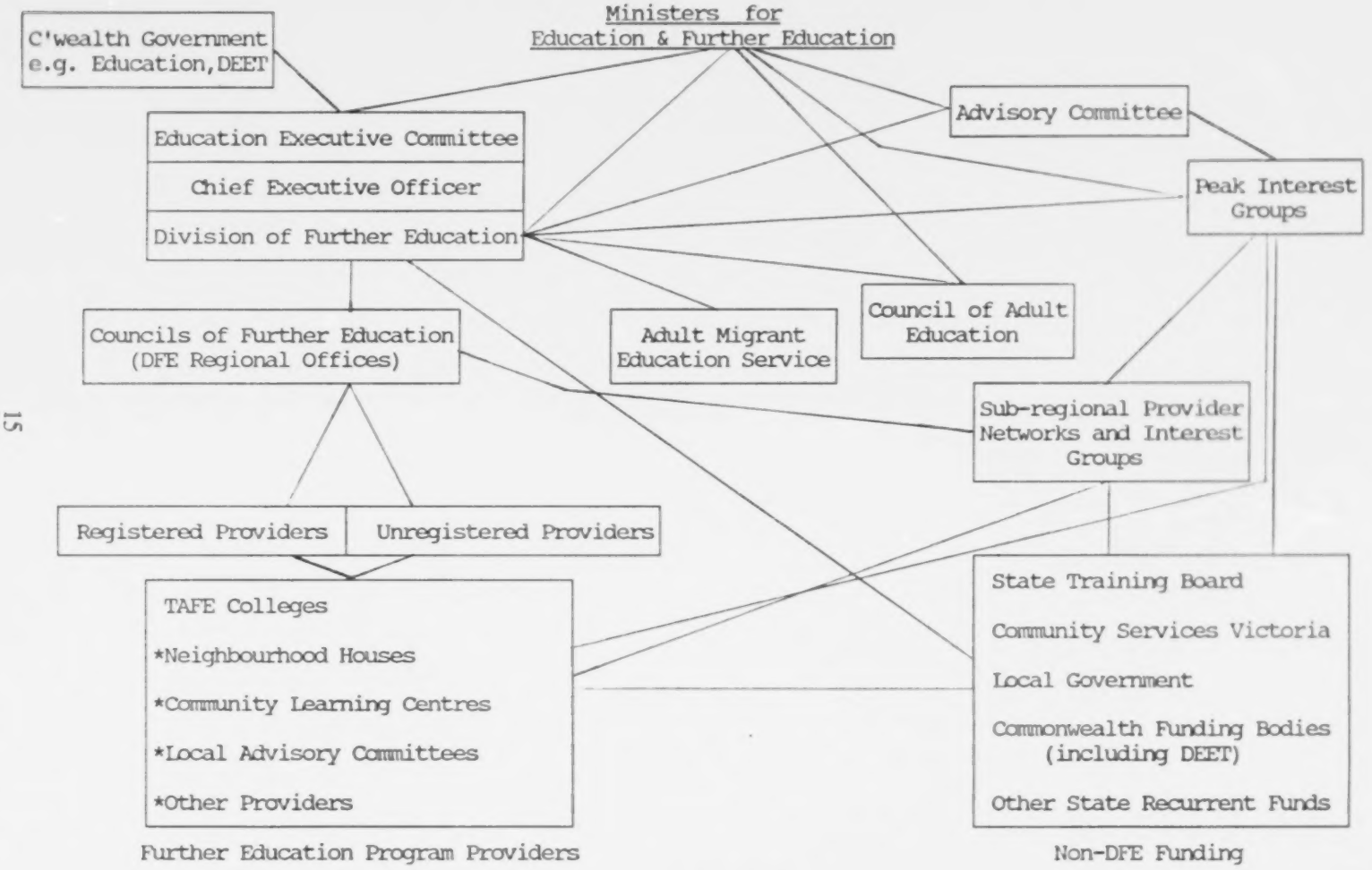
The groups of provider organisations and agencies listed in 'Non-Division of Further Education Funding' in the diagram are designed to indicate broad groupings but do not include all types of organisations in the two categories. Similarly, a list of even the major interest groups, some of which are directly involved in the allocation of funds, would take nearly a page in itself. The

relationships between organisations have also been over-simplified in order to maintain some clarity while giving an impression of the range and nature of the formal and informal connections which exist.

Diagram 2.1 gives some idea of the range of funding sources currently available to providers of further education programs. The Division of Further Education has little, if any, influence on these other sources although there are plans to streamline the overall funding arrangements in some areas. The State Training Board, for example, provides funds for courses in TAFE Colleges and, through the Colleges, funds a limited range of programs in community-based providers. The Voluntary Adult Learning Group Committee, which in the past has assessed some adult literacy programs and allocated Commonwealth funds directly to providers of these programs is another case in point. Moreover, recipients of VALG funds provide an example of the networks formed by both specialist tutors and the managements of providers who are effectively linked through their ties to a common funding body. In addition to networks based on specialist areas, providers often create sub-regional provider networks, and even share resources, with other providers in their geographical area.

Organisations which are not wholly or primarily educational in nature also receive funds from government bodies with a broader community service orientation. Historically, Neighbourhood Houses have received funding from Community Services Victoria to assist them in their community development aims. By contrast, Community Learning Centres were often established to provide resources for recreation and, to varying degrees, learning activities for the local community and were often funded by Local Government Councils.

Diagram 2.1: RELATIONSHIPS BETWEEN PROVIDERS AND THE INSTITUTIONAL ENVIRONMENT OF FURTHER EDUCATION



*Unregistered providers may include some Neighbourhood Houses, Community Learning Centres and "Other Providers".

DIAGRAM 2.1

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2.3 A description of the structures for adult basic education provision in Victoria

(1) Ministers

In addition to the Minister for Education, a Minister assisting the Minister for Education has the additional responsibility for post-secondary education. The Division of Further Education is included in the post-secondary education brief and the Division has policy responsibility for Adult Basic Education. (Ministerial Statement, May 1988)

(2) Division of Further Education Staff

The General Manager of the Division, through the Chief Executive Officer of the Ministry of Education, reports to the Minister assisting the Minister for Education (see above). In the area of adult basic education the General Manager is currently assisted by an Adult Literacy and Basic Education Unit consisting of an Adult Literacy and Basic Education Officer, a training and field officer and part-time administrative assistances (to be reviewed in 1989).

Eleven regional managers report to the General Manager. Ten regional adult literacy and basic education officers[8] are currently in the process of being appointed. They will report to the regional managers and ultimately to the General Manager.

(3) Advisory Bodies

It was announced in May 1988 that an Advisory Committee to the Minister would be established and its members are at present being chosen. Some people have suggested that an adult literacy and basic education sub-committee of the Advisory Committee be established.

Councils of Further Education have been created by the Minister in each of the eleven regions. They are advisory to the Minister and, among other

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8 Albury Wodonga Region has not been assigned such a position as part of a decision by the Division and the Region to review the boundaries of the Region.

responsibilities, make recommendations on resource allocations within the region.

It has been proposed by the Division of Further Education that sub-committees of the Regional Councils be formed with a focus on adult literacy and basic education (see internal document, "Adult Literacy and Basic Education Strategy, Interim Guidelines-Local Programs" 28 November 1988).

(4) Providers

There are two main groups of providers: (a) Government providers (in the past referred to as "recognised"), and (b) community providers ("registered"). Recognised providers include, in particular, TAFE Colleges, and the Council of Adult Education. They can be required to implement government policy through their annual budget allocations. However, they are not controlled by the State Ministry of Education in a line management sense. The Council of Adult Education has its own Board under an Act of Parliament but receives its State recurrent funds through the Division of Further Education. TAFE Colleges have their own Councils and receive their budgets through the State Training Board on the basis of a performance agreement, which this year is to be jointly signed by the General Managers of the State Training Board and the Division of Further Education.

Registered providers include neighbourhood houses, Local Advisory Committees to the CAE and other community groups which apply to a Council of Further Education for registration. Such providers then become eligible for ongoing funding. Their Committees of Management can choose whether to apply for funds.

(5) Independent State Association

In this specific field, the interest group VALBEC Inc. is the independent State association. Its membership is open and provides a support network to the field. It also acts as an advocacy group, both to government and the community.

2.4 Profile of Current Providers

There is currently no precise data, or State-wide statistical collection, from which the total number and location of further education providers can be determined. This will always be a difficulty given that many providers have a number of roles and functions and further education is often not the primary one. This creates problems of defining and identifying providers which is also, in part, related to the timing of data collections and the time periods that the information is intended to cover. Such problems should, in time, be largely resolve now that the Division of Further Education has been established and has the single focus of further education.

TABLE 2.1 Further education providers receiving funds through the Division of Further Education (September 1988)

Further Education Regions	Providers[1]		Persons[2] Aged 15+
	Number	Percent	Percent
Central Metropolitan	56	8.64	7.04
Eastern Metropolitan	69	10.65	20.14
Northern Metropolitan	51	7.87	14.76
South Western Port	113	17.44	20.31
Western Metropolitan	62	9.57	9.95
Total Melbourne Region	351	54.17	72.20
Albury/Wodonga Reg.	24	3.70	1.83
Barwon South Western	75	11.57	7.32
Central Highlands	47	7.25	4.03
Gippsland Region	26	4.01	4.84
Goulburn North East	60	9.26	4.44
Loddon Mallee	65	10.03	5.35
Total Rural Regions	297	45.83	27.80
Total All Regions	648	100.00	100.00

1 Includes all categories of further education providers including TAFE Colleges.

2 Source: 1986 Census

Some indication of the current spread of further education providers across the State can be gleaned from Table 2.1. The information must be considered impressionistic as it only relates to providers who are receiving funds through

the Division and was obtained from accounting records which are not designed for statistical representations or analysis. The obvious and relatively safe generalisation which can be formed from the table is the large number of providers in the non-metropolitan area, as a whole, relative to its proportion of the Victorian population. The non-metropolitan regions account for approximately 46% of the providers receiving funds through the Division although they contain only 27.8% of Victorians aged 15 and over. Within the metropolitan area, with the exception of the Central Melbourne region, the local population appears to be less well served by the number of available providers.

TABLE 2.2 Further education providers receiving funds (September 1988) through the Division of Further Education

Statistical Divisions & Statistical Regions	Providers[1]		Persons[2] Aged 15+
	Number	Percent	Percent
Western Melbourne	76	11.73	13.80
Inner Melbourne	61	9.41	9.00
North East Melbourne	27	4.17	9.04
Inner East Melbourne	39	6.02	12.63
Southern Melbourne	34	5.25	9.09
Outer East Melbourne	30	4.63	7.40
Mornington Peninsula	75	11.57	10.98
Total Melbourne Regions	342	52.78	71.94
Barwon	55	8.49	4.96
South Western	20	3.09	2.43
Central Highlands	38	5.86	3.01
Wimmera	13	2.01	1.28
Northern Mallee	23	3.55	1.82
Loddon-Campaspe	43	6.64	3.79
Goulburn	41	6.33	3.41
North Eastern	43	6.64	2.11
East Gippsland	8	1.23	1.48
Central Gippsland	22	3.40	3.75
Total Rural Regions	306	47.22	28.06
Total All Regions	648	100.00	100.00

1 Includes all categories of further education providers including TAFE Colleges.

2 Source: 1986 Census

The same data is presented in more detail in Table 2.2 which disaggregates the information for non-metropolitan statistical divisions and metropolitan statistical

regions[9]. The information in Table 2.2 is mapped in Diagrams 2.2 to 2.5 The only additional information obtained from the greater detail is the difference between the statistical divisions covered by the Southern Western Port region. Unlike other areas included in Southern Western Port, the Mornington Peninsula appears to contain a relatively larger proportion of providers than it does of Victorians aged 15 and over.

Comparisons between population numbers and numbers of providers alone need to be heavily qualified. For example, providers vary greatly in both the number and type of programs they offer to the public and in the numbers of persons they are effectively able to enrol in their programs. Other measures which need to be taken into account are the numbers of enrolments in a provider's program and the contact hours between tutors and students. This information is shown in Table 2.3. Once again the information needs to be treated with caution although it may be more accurate than the data contained in Table 2.1. While the two tables are not directly comparable, as they do not cover identical groups of providers, Table 2.3 does reinforce the observation that non-metropolitan Victorians appear to have a much larger number of avenues for further education available to them than do Melbourne residents. It needs to be pointed out, though, that a comparison of enrolments with contact hours clearly indicates that some programs may be more intensive, or at least of longer duration, than others. The Central Metropolitan region highlights this as its proportion of student contact hours is more than double that of its enrolments whereas the data for the non-metropolitan regions suggests that providers in these areas tend to concentrate their efforts on programs of relatively shorter duration.

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9 The level of aggregation of the data made it impossible to separate the information required for the East Central Statistical Division. Consequently, the data for the Local Government Areas of Bass, Phillip Island and Wonthaggi have been combined with Central Gippsland; Cranbourne and Pakenham with Mornington Peninsula, and Healesville and Upper Yarra with Outer East Melbourne.

TABLE 2.3 Community providers of further education enrolments and contact hours, 1987[1]

Further Education Regions	Enrolments		Contact Hours	
	Number	Percent	Number	Percent
Central Metropolitan	4021	3.06	155421	7.24
Eastern Metropolitan	20839	15.87	441153	20.54
Northern Metropolitan	5273	4.02	117451	5.47
South Westernport	18785	14.31	279463	13.01
Western Metropolitan	8693	6.62	150736	7.02
Total Melbourne Regions	57611	43.88	1144224	53.28
Albury/Wodonga Reg.	8414	6.41	148934	6.93
Barwon South Western	14226	10.83	176973	8.24
Central Highlands	10420	7.94	120143	5.59
Gippsland Region	11940	9.09	216931	10.10
Goulburn North East	15844	12.07	171178	7.97
Loddon Mallee	12845	9.78	169323	7.88
Total Rural Regions	73689	56.12	1003482	46.72
Total All Regions	131300	100.00	2147706	100.00

[1] Data obtained from the 1987 TAFE Board annual statistical collection and includes community providers in the C, E an LAC categories. TAFE Colleges are excluded from these categories.

2.5 Current sources of further education statistics

The diversity in the types of further education providers and the associated diversity in their functional relationships with various government, statutory and community bodies has, in the past, inhibited the development of a statistical database which adequately covers the whole range of further education providers and activities. Statistics have been collected from limited groups of providers for a number of reasons and by an assortment of agencies. The State Training Board, and previously the TAFE Board, is probably the major source for statistical information relating to this area and has collected information from many providers in its annual statistical collection. However, providers of further education have formed only one stream in the multiplicity of colleges, institutions and other organisations covered by the umbrella of the TAFE Board's responsibilities. As a consequence, while information has been collected from a large but limited number of further education providers, it is

only a subsidiary component of the database and has not been aggregated, analysed and published with a view to publicising the entire field and range of further education providers, the strengths and weaknesses of the area, its programs and the users of its programs.

2.6 Requirements for a further education database

Programs can vary quite dramatically in their intensity, duration and scope. A quick examination of the broad subject areas which are available through further education providers, listed in Table 2.4, illustrates the wide spectrum and diversity of needs which prompt people to participate in further education courses. It is anticipated that the Job and Course Explorer package will be expanded with the addition of further education programs and the list is composed of the proposed headings under which further education courses are likely to be included. The subject areas range from adult basic education through to personal interest areas. However, it should be noted that the brief of the Division includes a requirement to focus on areas of primary need, such as adult literacy and numeracy, although not to the exclusion of personal enrichment and other programs. The variety in the practical arrangements of programs, as well as in the types of providers, underlines the need for a more specialised, comprehensive and sensitive data base to do justice to the field. It is too easy to draw quick and superficial conclusions if relying only on the limited and fragmented information which is currently available.

TABLE 2.4 Subject areas offered through further education courses

* Basic Education, Literacy and Numeracy (including Year 11 and Year 12 (VCE) subjects)
* Business Management and Office Skills
* Computers
* Conservation, Resources and the Environment
* Drama, Dance, Music and Movement
* Driver Education
* English Language and Literature, including English language for visitors and temporary residents. Writing and Publishing.
* English as a Second Language
* Food and Drink
* Farming, Rural and Animal Studies
* Health and Well Being
* History, Geography and Travel
* Hospitality and Tourism
* House Workshop and Garden (including Motor Mechanics)
* Job Seeking and Starting Work Skills
* Other Languages and Cultures
* Painting, Drawing and other Graphic Arts and Design
* Personal Skills, Community Services and Support Groups
* Philosophy, Religion and Mysticism
* Photography, Film, TV and the Media
* Politics, Current Affairs and Social Issues
* Pottery, Ceramics and other crafts
* Psychology
* Returning to Study
* Science, Maths and Engineering
* Sewing Threads and Textiles
* Sports, Games, Fitness and other Recreation.

In addition to providing a clear picture of the further education sector, a comprehensive database needs a built-in capacity for aggregating data in forms which are comparable with regularly published statistics, such as the Census and demographic survey data published by the Australian Bureau of Statistics. This would enable a more thorough analysis and assist in identifying geographic areas and community issues where providers, with greater support, could play a larger role. Such a database would also serve as a solid base for more specialised research and provide a context for the examination of issues such as

adult literacy, the needs of migrants from non-English speaking backgrounds, and the extent of poor numeracy in the community and the facilities which could be used in addressing these issues.

The Division of Further Education has employed an Administrative Officer with the responsibility for organising and coordinating the establishment of a database containing information obtained from providers. It is expected that the collection of this information will replace the annual collection of statistics from further education providers administered by the State Training Board. In addition to obtaining data loosely modelled on the type of statistics collected by the State Training Board, the Division will be able to use information obtained from providers in their annual registration with their regional Council of Further Education.

The process of developing its own database will require considerable and ongoing consultation with the Councils, regional offices of the Division and providers to ensure sufficient standardisation of data items. At the same time, both the process of data collection and the actual data items need to be sensitive to other demands placed on providers and the aspects of their programs which cannot be so simply quantified without risking misrepresentation of the actual outcomes.

The establishment of the database will, and needs to, take some time if it is to satisfy the requirements previously outlined. The Division of Further Education will require an officer to evaluate, develop and implement the longer term computing and data strategies required both for the Division itself and to perform its role of servicing and publicising the broader further education area. This will include the development of a database on further education in Victoria and regular publication of the results of analysis of the data. The officer will require expertise in the areas of data collection, statistical analysis and presentation, and database management. In addition, the officer will coordinate and participate in ongoing consultations with the Division's regional offices and further education providers.

Melbourne Statistical Regions

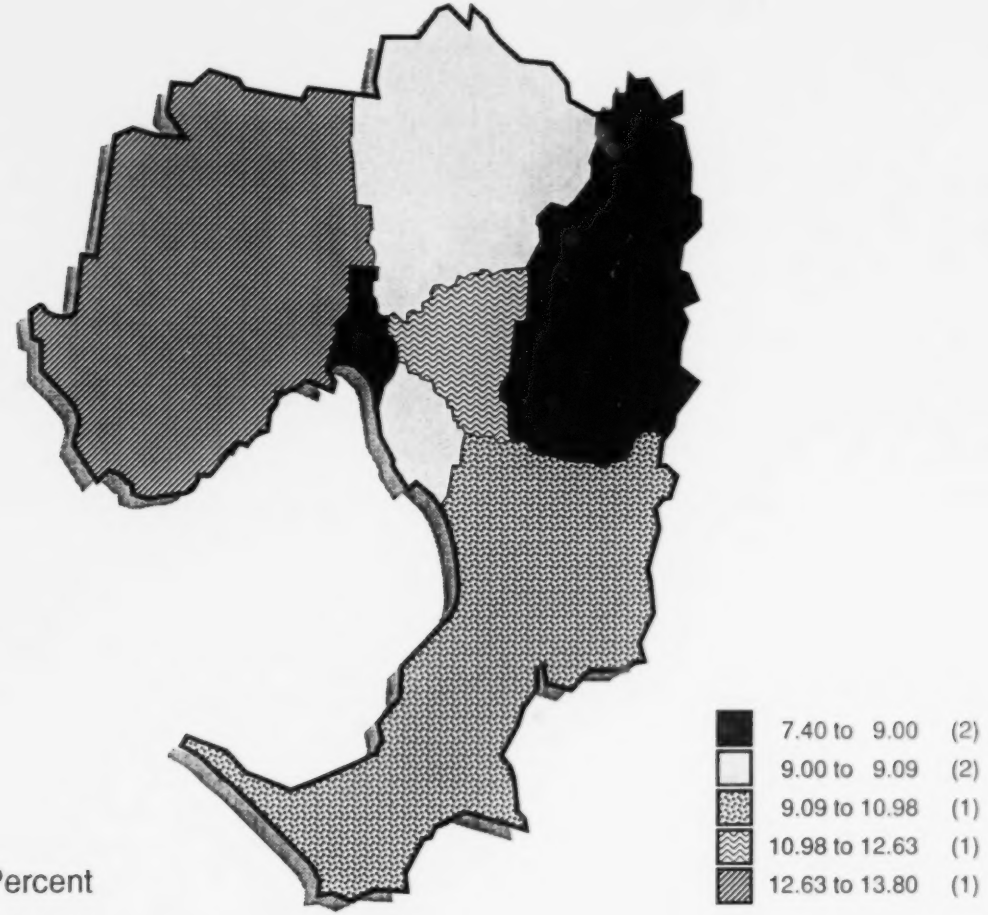


Diagram 2.2
Persons Aged 15+ Percent

Melbourne Statistical Regions

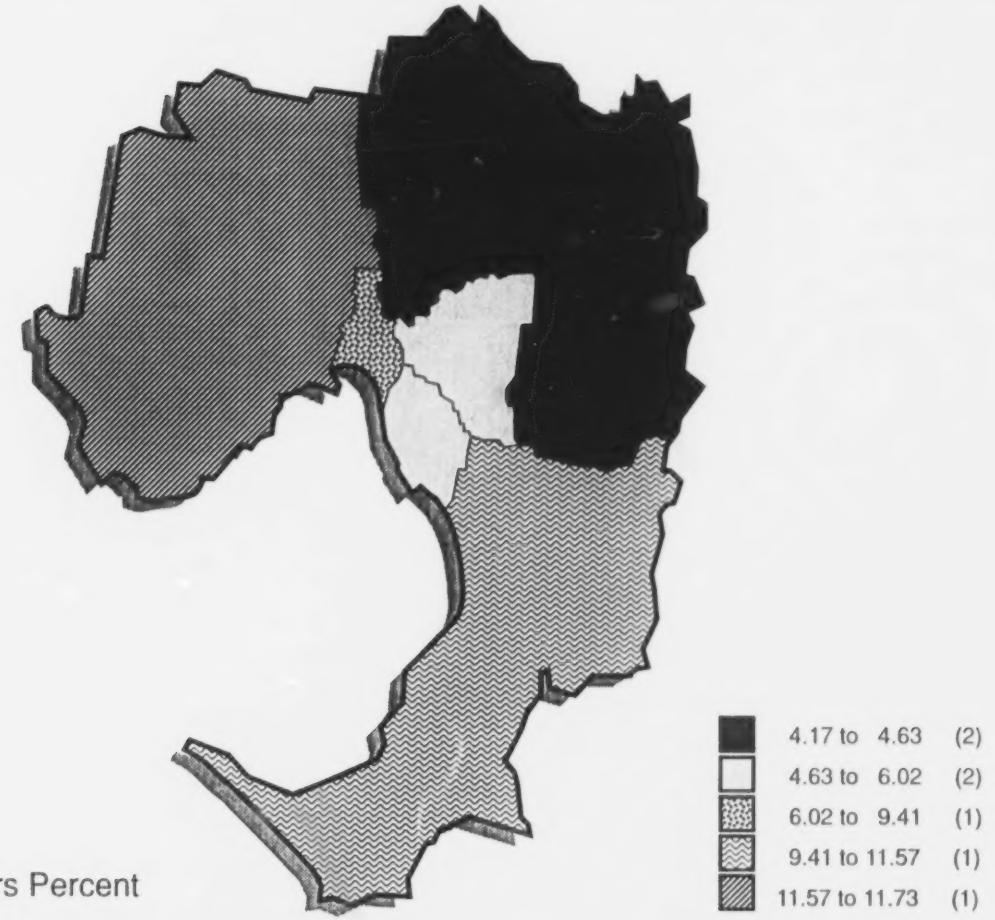
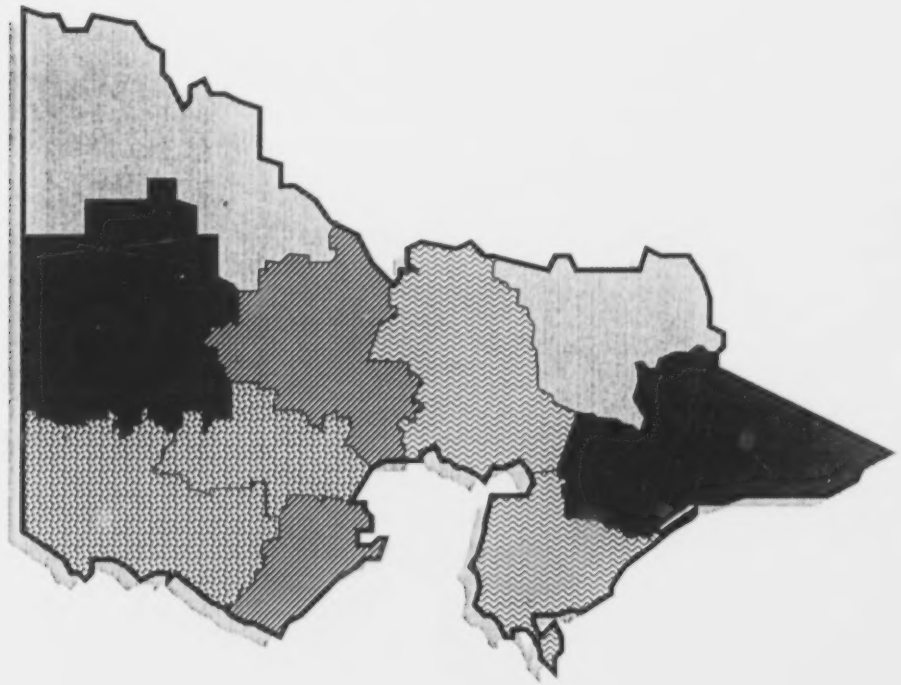


Diagram 2.3

Community Providers Percent

Non-Metropolitan Statistical Divisions



1.28 to 1.48 (2)
1.48 to 2.11 (2)
2.11 to 3.01 (2)
3.01 to 3.75 (2)
3.75 to 4.96 (2)

Diagram 2.4
Persons Aged 15+ Percent

Non-Metropolitan Statistical Divisions

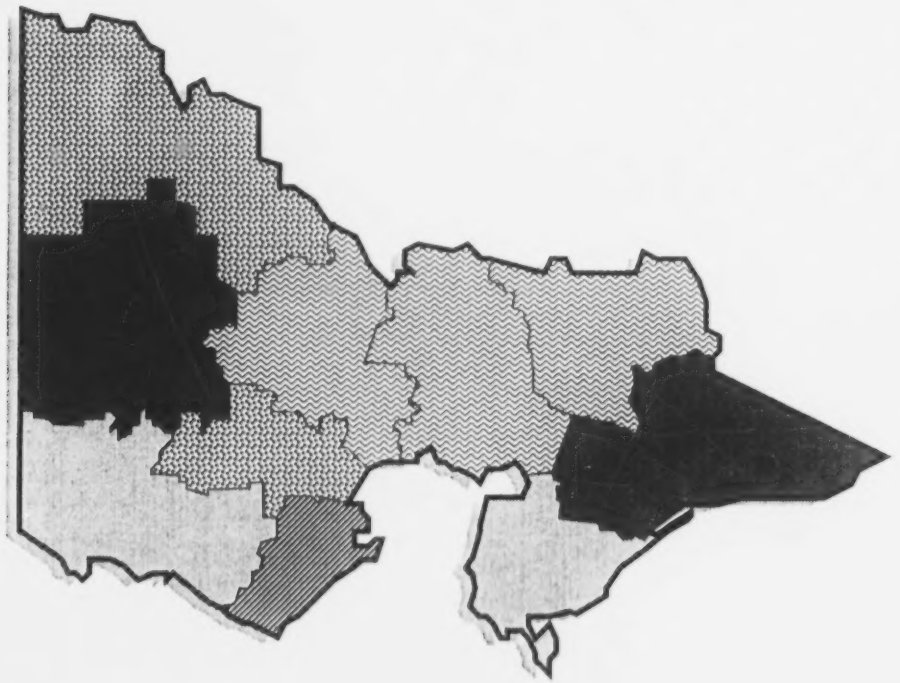


Diagram 2.5
Community Providers Percent

PART II

Chapter 3. Responses to Consultation

Introduction

A document, entitled "A Basis for Consultation" (Appendix 2), was circulated widely among the officers and providers in the Division, as well as to other interested bodies involved in the area of adult basic education. A series of individual and group consultations followed, at which the contents of the document were commented on freely. Those consulted were invited to respond to the document in writing. The length of the responses varied: some were very brief (three-quarters of a page), most were of substantial length. A summary of the respondents' views follows.

The field of adult basic education is characterised by the involvement and enthusiasm of those working in it, as well as by a jealously guarded sense of ownership of their understanding of the nature of their work and a sense of their commitment to their clients. One of the features was not only the strong commonalities of vision and commitment but also the differences of forms and procedures of the vision and commitment. For instance, there was emphasis on one-to-one delivery of service, small and much larger groups or a combination of them and, again, in the use of technology, responses ranged from a demand for pencils through to video production equipment, polaroid cameras, overhead projectors, computers and so on.

3.1 Data collection

Because of constraint of time, a decision was made to consult with the more representative institutions and groups involved with adult basic education. Since the practice in the field is directed towards literacy, the investigation focused

largely on groups involved in this area. However, as the consultation proceeded and written responses began to arrive, it became apparent that a number of important concerns pertaining to issues such as numeracy, the needs of Aborigines and NESB students, lurked in the shadows of the literacy thrust. The initial groups consulted were the then Adult Literacy and Basic Education Unit Advisory Committee, all regional managers, all Regional Adult Literacy Co-ordinators and representatives of TAFE Colleges, community providers, CAE, and VALBEC Inc.

The Regional Adult Literacy Co-ordinators from some regions were consulted separately as indeed were many of the regional managers. The Distance Education/Technology Committee in adult literacy was consulted as a group and its members included TAFE Off-Campus Authority co-ordinators, and College off-campus co-ordinators. This meeting also included the Senior Policy Officer (Telematics) from Schools Division and the project officers attached to the Resources Co-ordination Division of the Ministry of Education. Two open targeted consultation meetings were held, one in metropolitan Melbourne and one at the provincial centre, Bendigo. At the Bendigo meeting, the following categories were present or represented: regional Chairs/Deputy Chairs, a College of Advanced Education, community providers including voluntary providers, RALCs, VALBEC, AMES home tutor scheme, and a TAFE college. At the Melbourne meeting there were representatives from four TAFE colleges, VALBEC, Victoria College, La Trobe University, the Council of Adult Education and student groups. Other consultations held were with individuals and groups representing the Victorian Aboriginal Educational Association Inc and Adult Migrant Education Service. Lastly, representatives of six bodies in the field of adult basic education in New South Wales were consulted in Sydney. In addition, a range of individuals who had become aware of the project approached the consultant and others were approached by the consultant as a result of these contacts.

Prior to the consultative meetings, groups received a copy of the consultant's brief (Appendix 1) and the document 'A Basis for Consultation'. The following groups responded by lodging a submission.

Regional Adult Literacy Co-ordinators	9
TAFE Colleges	14
Council of Adult Education	1
Regional Managers	2
State Officers	4
District Education Council	1
State-wide Projects	2
Special Interest Groups	4
Neighbourhood Providers	1
Total	41

Most consultations worked through the questions systematically and the consultant was responsive to issues raised by each group. At most of the major consultations, summaries were prepared immediately after completion of the consultation. These consultations were seen as preparatory work, in a context of shared and positive cooperative thinking prior to each representative present submitting a written response. At the commencement of each meeting, the consultant stated that, while his views were not neutral, he intended to maintain a disinterested attitude towards the competing interests in the field of adult basic education. His own perspective, he stated, included a commitment to the following approaches:

* local decentralist ownership of purpose, processes and practice based on clear objectives which are responsive to government, clients and providers;
* strong awareness of the policies and goals of the Division at local, regional and State-wide levels with, regional and local structures to carry the decentralist outlook;
* use of the most appropriate and efficient resources including technology, and
* an inclusive and mutual accountability which uses quantifiable measures where appropriate as well as non-quantifiable measures.

3.2 Analysis of consultations

During discussions, two main sources of legitimation emerged. One was drawn from the mandate arising out of the social justice and economic strategies as evidenced in *Victoria: The Next Decade* and *Budget Papers 1988-89;* the second drew its legitimacy from the ethos that had developed over the years in the close relationship between providers and clients. The latter was a movement often composed of people working in remote areas and alone even if they were associated with umbrella groups.

It is obvious from the responses that the consultancy project has stimulated those working in the area of adult basic education, whether as an umbrella organisation or as individual providers to become familiar with government policy in the area of social justice and economic strategies. However, most responses neglected to identify what is adult about adult basic education. Unlike schooling which inducts students into a defined adult culture, adults participate within a lived cultural framework into which they have already been socialised. No adult education can simply be based on the grid of cognitive skills acquisition alone or confirmed only to the world of personal meaning. This is one perspective put forward - such a perspective is too important to be left, as it is, merely at a level of analysis, without providing more concrete procedural directions that would have relevance to curriculum development and teaching practice.

Another perspective sees a serious potential contradiction between a bureaucratic directive culture and a more participatory localised cultural movement. While this may be potentially contradictory, they may also be seen by providers in the field of adult basic education as two complementary sources of legitimation for their work, which may or may not be opposed to each other. For instance, local providers may believe their work is legitimised by Government social justice and economic strategies or they may believe their work is important because it serves those sections of the community who are their local clients. Others may see a contradiction between the two while yet others may feel legitimised in their work from both sources. There is no reason

for there to be an inherent contradiction even if one accepts that there is a potential for it.

In most areas of cultural activity there appears to be a need to reconcile two aspects of living, namely participatory consensus and directed action. These represent not so much two distinct cultural styles but two necessary aspects of any cultural living. The holding together of these two aspects often leads to the experience of some tension. The bureaucratic culture which is seen by some providers to be seeping into further education for the first time might rather be seen as the more directive agenda and process that the community is bringing to bear on a grass roots movement within its fold through the Social Justice and Economic strategies of its Government, together with an organisational structure within one of its ministries and through its accompanying demands for accountability. What is new is the formal introduction of a Ministry structure. Some of the groups which helped to shape government policy on adult basic education are more concerned about some possible consequences of that very Government initiative.

(1) Self-perception of regional and provider distinctiveness

Council of Adult Education

"Providing a bridge from isolation to participation is a key purpose of the CAE". The CAE sees its work as distinctive by reason of: its comprehensive curriculum, central location, State-wide service in its alliance with its Local Advisory Committees, appeal to students beyond regional boundaries, its pioneering Work Place Basic Education Project, Access Resource Centre, its connection with CAE's broad adult education program, including VCE, and its long tradition of stable tutoring and support staff.

Gippsland Region

Distance and isolation are key factors in the Gippsland region and the region has responded by introducing a Distance Literacy Tutor Training Program, and with the Far East Gippsland Outreach Program.

Central Highlands Region

Lack of employment opportunities are cited as a difficulty.

Eastern Region

This region is characterised by a wide range of providers.

Barwon South Western Region

The level of expertise in rural regions is very thin.

Western Metropolitan Region

This region is unique because of:

* higher than average NESB residents for Victoria (34%);
* lower than Victorian average standard of education;
* a comparatively youthful population particularly in the outer west;
* employment is predominantly in manufacturing industries which are being restructured and causing unemployment and need for retraining;
* less tertiary qualifications but the highest trade trained population;
* poor public transport in outer west affects access to education.

Northern Metropolitan Region

* There is a very high proportion of migrants and first generation (bilingual) migrants living in this region.
* Large population increases in areas such as the Plenty Growth Corridor.
* A relatively large number of psychiatric services.

Southern Western Port Region

* A rapid growth area particularly in the 15-24 year group.
* Large network of neighbourhood houses.

Loddon Mallee Region

Small proportion of migrants in the region means that there is a lack of ethnic networks to provide support.

Central Metropolitan Region

* Well established provision with a blend of agencies.
* Because of the large population, although the region has the best provision, it is relatively small on a per capita basis.

Summary

Responses dwelling on the uniqueness and needs of particular regions and providers highlighted some differences. Predictably, regions such as Gippsland and Barwon South Western drew attention to the problems of distance. In the metropolitan area, Western, Northern and Southern Western Port commented on the high percentage of non-English speaking adults in their population and some high growth areas within their regions. More specifically, Western Metropolitan region drew attention to some transportation difficulties and employment changes in manufacturing industries. As awareness of adult basic education grows, the need for it becomes overwhelming. Country areas suffer from problems of distance. Excess travel time and higher costs inhibit access to courses. (For example, it was argued that Robinvale is as isolated from Bendigo as Bendigo itself is isolated from Melbourne.) The social justice strategy is concerned with variety, flexibility and accessibility of provision. It was pointed out that students with disabilities had the same degree of access in vocationally oriented colleges.

(2) Detailed comments on State-wide funding areas

The comments made by people in the course of the consultation included the following.

Research

* Research must related to language learning especially literacy and basic education.
* Research to assess the need for adult basic education.
* Research and development of modes of delivery in rural areas.
* Research and development of methods of referral and co-ordination of literary provision across organisations.

* Participant evaluation case studies.
* Needs analysis.
* Workplace and industry evaluation.
* Social costs of inadequate literacy levels.
* Areas such as language development, adult learning, reading theory, models of tutor training.
* Research and associated staff development activities need to be done in the relationship between adult basic education and other fields.

Curriculum/Materials

* Documentation of exemplary developments
* Analysis of student needs for small group materials - workers in the field can develop them
* Accreditation of tutor education materials to give legitimacy and create pathways to further study for tutors
* Should be developed and produced locally or regionally where possible.
* Constant evaluation and updating necessary
* Evaluation guidelines for tutors

Professional development

* Wide variety, from basic introduction for volunteers through to post-graduate levels
* Link initiatives in this area to other sectors, schools
* Multi-disciplinary approach
* Topics should include:
    - coping with new technology;
    - curriculum initiatives;
    - materials development;
    - time management;
    - counselling skills;
    - working with volunteers;
    - tutor training;
    - administrative skills;

- interviewing and report writing skills;
- office procedures.

* Mini conferences and workshops
* Awareness workshops

Delivery

* Self paced learning packages
* Client centred delivery
* Decentralized and responsive to rural needs
* Greatest need is at the Certificate/Associate Diploma level
* Professional development of new personnel in 1989
* Need for help on demand
* Need to explore delivery of adult basic education outside traditional modes other departments and divisions, school-based programs for parents; through unions and employers
* Utilise people in the field by giving them time and money

Other

* Provision for adequate field workers
* Development of provider clusters and study circles
* Development of public awareness campaigns
* Co-ordination of information and materials awareness
* A system of transferable accreditation from basic to higher education
* Realistic accountability procedures requiring qualitative and quantitative evidence - accountability should not deter involvement
* Publications
* Ancillary staff
* All developed together in a complex networking design
* Participant evaluation involving local Regions and Councils of Further Education are priorities
* Management structures bodies to determine funding

(3) Ranking of expenditure priorities

Respondents were asked to rank in order of preference for priority of funding the following four areas of expenditure: research, development of curriculum and materials, professional development and developing and evaluating modes of delivery. Their rankings are outlined in Table 3.1.

Table 3.1 shows that almost half of the respondents did not express a preference about the relative importance of the expenditure categories. It is difficult to interpret what this means since some did not address the document "A Basis for Consultation" and merely supplied additional supporting documentation. However, it could be concluded that some would express no concern about the relative importance given by the Division to each expenditure category, or were content to see this as a matter for the Division to determine. Twelve respondents (29%) suggested that each category could not be considered separately but should be integrated.

Of the remaining twelve, eleven ranked professional development as either their first or second preference and seven ranked research as their fourth preference. However, it is interesting to note that five respondents ranked research as their first preference: views about its importance would seem to be polarised. Clearly, the Division should endeavour to focus on projects which integrate all four and on professional development.

TABLE 3.1

Summary of rank according to priority for funding
(Ranking 1 is the most important)

Frequency of ranking of preferences

Ranking Categories of Funding	1 First	2 Second	3 Third	4 Fourth	Omit	Total
Research	5	-	-	7		12
Curriculum and Materials	3	3	5	-	1	12
Professional Development	4	7	1	-		12
Delivery systems 12 (29%)	1	5	2	1	3	12
Integration 12 (29%) of above 4						
No preference 17 (42%) expressed						
Total responses 41 (100%)						

(4) Adequacy of provision for people of non-English speaking backgrounds

In metropolitan regions and in particular, the Northern Metropolitan region, there is a large percentage of people from a non-English speaking background. Many are long term residents. Hence there is a great demand for English as a second language and migrant literacy provision.

Adult Migrant Education Services provides ESL classes in the region, but this service is increasingly being targeted at NESB clients who have been resident

for less than five years. Some adult literacy programs in the metropolitan area have attempted to cater for long-term migrants with high oral skills. However, this has happened on a very *ad hoc* basis; some programs offer separate Migrant Literacy classes, others are part of native-speaker classes.

It is likely that Commonwealth involvement through the Adult Migrant Education Program will be restricted, for example, to recent immigrants of working age. If that happened, the Victorian Government would be hard pressed to avoid becoming more involved with the people who were, as a result of the change, no longer eligible. There will be an increasing demand for literacy tuition for NESB clients, and the issue of which clients AMES or adult basic education are responsible for needs to be negotiated. Referral guidelines and cooperative ventures need to be developed between these two DFE providers. It is essential that additional funding be found to adequately support this area of need - at present adult basic education provision is not capable of coping with a sudden influx of long-term NESB clients.

In the Northern Metropolitan region, there are concentrations of adults from non-English speaking backgrounds with adequate oracy to gain entry to adult literacy/basic education programs. They are unrepresented in these programs at present and need to be targeted. However, it should be noted that providers are not in a position to cope with a sudden influx and staff and curriculum development will have to occur over time to enable this to happen.

There remains the issue of multi-culturalism which refers to the relationship of Australians of different religious and ethnic backgrounds living together which will continue even if migration were to stop tomorrow. An example of a specialised service needing attention would be migrant English services in prisons which would need to be developed and co-ordinated on a State-wide basis to ensure continuity of services because offenders are often moved through the prison system from high, medium and low complexes.

(5) Mechanisms for achieving accountability and developing provider skills

Other initiatives include centres of learning with a strong local focus. The Division of Further Education could establish guidelines requiring open committee collegial decision making by committees comprised of significant numbers of learners and tutors. To meet the requirements of accountability, respondents are also looking towards regional managers and co-ordinators. Accountability procedures should include both qualitative and quantitative data. (See Section 1.6 above, and 4.6 below.)

(6) The role of providers in relation to projects

Respondents emphasise the empowering nature of the process of involvement of providers in projects. Providers are perceived as needing to be involved in documentation development and delivery of services. Others see providers as being involved in projects which have the capacity to generate understandings of theories of teaching and learning which in turn will inform their practice. However, there may be some projects where it is impractical to involve a provider and in some other projects, the presence of a provider may not be warranted, for example, when working on census data.

One suggestion is that a services office could co-ordinate projects, provide communications and information and assess progress in the State. Staff development, research and curriculum development could be undertaken by decentralised learning centres in the regions. Institutions and individuals, including adult literacy personnel could tender for particular projects. Having done this, materials and staff development exercises could be disseminated through the State-wide services office. Tutors in Hamilton could conceivably receive the same program as those in Richmond, as well as have some direct involvement in the development of a project through a local tutor.

One recurring theme is that adult basic education has developed as a grassroots movement and some of its strengths have been derived from this. As a consequence, it is preferable to involve a provider as a funded participant. A

register of providers and others with expertise required in project work would facilitate projects. It should be noted that another area of local provider involvement could be through participation in management committees governing projects.

(7) The use of technology

In the use of technology, the underpinning principle is that technology is viewed as a means to educational ends and not an end in itself. Secondly the technology relevant to a provider and user is that which is appropriate for whatever task it is intended to serve. Further, technology is seen as improving access into programs, (for example, distance education), program delivery and program outcomes for students. Technology should be available to those in greatest need and should be introduced in consultation with providers. It should be noted that there will be a need for staff development in the use of technology, for example, computer literacy. One key skill which will be critical for country providers in future is distance literacy.

These are reported as the features of distance literacy in TAFE.

(a) Distance literacy has an 'unidentified' need above and beyond the framework of 'normal' provision provided by adult literacy and the TAFE campus network.

(b) Distance literacy has been willing to take a risk, pilot programs and then devise a process whereby the benefits of these pilots can be supported and shared across the State.

(c) Distance literacy has brought together two networks - adult literacy and the TAFE Off-campus network-and acknowledged their respective expertise, devised appropriate roles and established the program, money and provision work together in a joint tendering process.

(d) Distance literacy has offered people choice, albeit limited and contained, but offers a real alternative anywhere there is an identified need in the State.

(e) Distance literacy has thoroughly reported and been accountable at all stages with a strategy that has evolved over four years.

(f) Distance literacy's grass roots development of curriculum is in response to student need for students collated and shared by all other tutors and interested people.

(g) Distance literacy is a tried and shared philosophical approach to training tutors which requires updated, but offers potential for adaptation across a wide section of 'disadvantaged' communities.

(h) While distance literacy is content to work quietly and conscientiously on the peripheries of two networks, we recognise the need to make our programs 'mainstream' and recurrently funded. The availability of annual provision would offer a stepping stone, advanced or bridging program to those students ready and motivated to move on from one to one provision.

(i) Distance literacy is working with people who understand how to respond to individual needs and who draw up eclectic teaching and learning strategies. In the off-campus network co-ordinators have been involved in planning and the network has their confidence.

The fear has been expressed that current money for technology may never be repeated and the Division might therefore purchase expensive equipment. The danger of doing this is that expenditure on technology will be made without reference to possible satisfactory sharing arrangements and without a full investigation of the most appropriate equipment.

Technology exists on a continuum from pencils to high levels of electronic technology, and the most advanced form may not always be the most appropriate. Staff development must accompany the installation of technology and users should be in control of its application. No one technology will solve all the problems and certainly not replace face-to-face contact where this is perceived to be integral to learning processes.

Careful consideration of application is necessary before applying technology. Some worthwhile applications have been identified by respondents. They are:

(a) Improved communications for administrative purposes
- facsimile machines (portable)
- common data base/collection system
- common filing systems

(b) Improved communication for distance programs

Unfortunately software on basic education is extremely scant, American in cultural value and best suited to those learners who have a high degree of motivation and some understanding of independent learning. Isolated areas of some country regions, such as the Western Plains, Otway Ranges and the south west corner of the Barwon South Western region would benefit from a communication network. Distance tutor training has been successful and with cooperation from agencies such as Country Education Project and local school networks, further distance training would become a reality.

Not all respondents have had successful experiences with technology. One respondent wrote with feeling about difficulties with sound clipping and fading of voices during teleconferencing. Another respondent stressed that technology had to be kept firmly in an ancillary role; however, that respondent maintained that there is still an effective role for technology in adult basic education. More effective use should be made of existing technology such as video. Talking books with a lending library of portable audio playback machines should be considered. Photocopies and Apple MacIntosh computers because of their ease of use are particularly useful.

There is a concern expressed by several respondents that many adult basic education clients will have had little to do with technology and might resist using it. Therefore adult basic education needs to face the issue of technological literacy.

(8) Community Awareness

There is an awareness of the need for local ongoing programs in community awareness. Respondents see it primarily as part of the role of regional officers and of VALBEC Inc. Most of the present work in the area of community awareness is *ad hoc* and passed on through word of mouth, as it is mainly through community agencies and venues such as neighbourhood houses, community groups, libraries and some government agencies. Good quality pamphlets are required and staff development for other government agencies - for example, Office of Corrections, Community Services Victoria, Commonwealth Employment Service, Office for Intellectual Disability Services, WorkCare and the Department of Social Security.

It was argued that in addition to existing material (largely provided by VALBEC Inc.), that the Division should design a general pamphlet with space available for local groups to advertise local services. British experience has shown that provision must be in place before students are recruited. There should be a well co-ordinated community awareness strategy that would include cycles of information with a range of media dealing with adult learning, extent and cost of illiteracy in our community as well as information on adult basic information services. This would desensitise the issue and facilitate contact by people in need. An information office could serve as a focal point. It has been commonly noted that community awareness programs in country areas run by local providers can place clients in positions of embarrassment. It is preferable for these programs to come from external sources. Respondents listed a range of obvious activities for potential community programs such as more effective use of television and radio. Professional development in using media can be helpful. It should be noted that 1990 has been designated as the International Literacy Year and that any planned campaign should complement an overall national strategy.

(9) Information, collection, exchange and discussion

The Adult Literacy and Basic Education Unit has been part of the support network for regional co-ordinators and field work staff. During the consultation, people in the field referred to the pioneering work of VALBEC as having often been the only source of sharing and information networking. Rural regions in particular regard them as their 'lifeline' in terms of providing vital information and support in the following areas:

* provision of information on curriculum and service delivery innovations State-wide and nationally;
* provision of a forum whereby metropolitan and rural issues can be fed into the system. Because of the inability of regional rural co-ordinators to attend all State-wide meetings the Adult Literacy and Basic Education Unit has been the linchpin in providing the rural viewpoint at meetings;
* provision of State-wide guidelines for tutor training;
* provision of State-wide guidelines for resource sharing arrangements;
* provision of State-wide co-ordination across service providers, DFE, CAE, and AMES; and
* provision of expertise in budget analysis and lobbying for funds to adequately service adult and basic education needs.

Particular interested bodies such as VALBEC and the CAE have offered themselves as agents who might apply to conduct, on behalf of the Division, services in the area of publication, data collection and exchange. There is some support among the providers for such a move towards tendering in these areas. Others have only specified that State-wide distribution be carried out by one agency to ensure that isolated groups are adequately included in the information exchange, leaving uncommented the question which agency should undertake this.

Some respondents have noted the range of activities that need to be supported by DFE including State conferences, publications and State-wide co-ordination of referral, publicity, professional development and information networks. It is

also to be noted that amongst the publications that need to be developed by DFE, some need to be developed on a State-wide basis but others need to be supported and encouraged on a regional and local level.

(10) Sharing resources

It has been suggested that through articulation between different providers clients should be able to gain access to a range of provisions in basic education, which may require staff to be teaching at more than one venue. Resources located in the Schools Division, TAFE Colleges and the like have been referred to as a basis for sharing in addition to whatever the local provider might have. An example of resource sharing is between Yallourn TAFE and Cann River Higher Elementary School in East Gippsland. Adults living in the Cann River district can study a literacy course based on materials from Yallourn TAFE at their local higher elementary school.

One respondent claims that it is an unspoken assumption that basic education students can meet at night or out of school hours and share school resources: the respondent adds that it is not entirely true that those are the only suitable times and, further, it could discriminate against women who may be free only during the day and only if child care is available.

(11) Numeracy

Respondents see numeracy as an area which has been neglected and which needs to be addressed. It is important to bring numeracy out of the cold. It is claimed that literacy tutors need to be trained through staff development program to assist tutors to deal with basic numeracy problems. It is wrong to assume that a person trained in developing literacy skills can also be used to develop numeracy skills. Teleconferencing could be used as a supplement to a numeracy tutor training package and seminars. One call is for a numeracy tutor training package including in-service training seminars and teleconferencing. Respondents also suggested that funding needs to be tagged specifically for numeracy programs.

There is a need to focus equal attention on numeracy in order to address the present priority of both State and Federal Governments; both Governments are placing priority and are targeting mathematics/numeracy skills. This targeting is directly related to market research. Respondents argued that in providing a strong link between the economic strategy and adult basic education, an emphasis on numeracy is necessary, because future employment prospects will be focused in the mathematics, science and technological areas: all areas with numeracy as a fundamental requirement. To enhance numeracy programs more curriculum resource material is needed at regional and local levels.

(12) Other issues

Industrial relations appears to be developing as a major issue. Many community-based literacy workers are concerned about the disparity in terms and conditions between their positions and those of TAFE College staff who are doing essentially the same work. Co-operation between TAFE Colleges and community workers needs to be developed. The re-organisation of further education is an issue in itself. There are uncertainties among practitioners about how things are going to work. This can contribute to unnecessary stress and needs to be recognised.

This is an exciting period in the history of the Division. However, one respondent perceived the first experiences of associating and working together as a Division to be a divisive one. The respondent thought that people had been asked to bid against each other for State recurrent funds and one-off projects and expressed the hope that regions would coordinate the projects within each region and thus avoid unpleasant competition. In fact, the *co-ordinating* role of the Councils of Further Education was already being implemented. Service providers in further education and their clients regardless of how and where they deliver their service or receive it have much to gain from strong Divisional representation.

A further issue is the need for stability in the field in one-to-one tutoring and program progression so clients have a pathway to further education and training if they so desire.

Several respondents expressed concern at the speed of change and dislocation of employment which might occur. The apparent lack of enthusiastic co-operation at present between TAFE Colleges and community providers needs to be addressed. TAFE College workers in adult literacy and basic education seem to feel alienated under the present split between the State Training Board and the Division. A strong and effective provision of adult basic education requires the enthusiastic support of all providers. The valuable work of TAFE College staff needs to be recognised and rewarded. It should be noted that one respondent has drawn attention to the significant difference between Adult Literacy programs conducted by volunteers (as in the past); and the implications of the new funding. Some feared that the volunteer movement may not survive the movement to a more professionalized delivery of adult basic education.

Chapter 4. Priority areas in developing Victoria's programs

4.1 Introduction

There is a sum in the vicinity of $1m which has to be allocated by June 1989 for research, development and evaluation of curriculum materials, professional development, and developing and evaluating modes of delivery. This gives a sense of urgency to this report but should not compromise the careful and systematic development of efficient expenditure strategies which reflect both the Government's goals for further education and the realities of service delivery in the field.

4.2 Summary and review of respondents' preferences

Although almost half of the respondents did not express an opinion about the relative importance of the four expenditure categories, it would be incorrect to assume that further education providers were not concerned about the impact of this type of expenditure (see Table 3.1). There was substantial support for integrating rather than ranking the types of expenditure. The development of any one of the expenditure areas can hardly occur without reference to at least two of the other three expenditure categories.

4.3 Preferences for expenditure on the four designated groups

(1) Research

Respondents indicated a broad range of topics for research. However, the establishment of clients' and providers' needs appeared to be very important. Examples range from adult learning theory for the use of tutors to Division-wide questions such as modes of delivery in rural areas. There appears to be a serious need for educational and social research in the adult basic learning

field. This is not to say that services in adult literacy and basic learning have been delivered in Victoria without recourse to research. A State-wide research officer could undertake and oversee on-going research, help disseminate research information and results, support local research and train adult basic education workers to undertake local research. What appears to be lacking most of all is some State-wide co-ordination and support.

(2) Curriculum and materials development

Very few respondents provided detailed discussion on this expenditure category. Those who did, listed tutor-based and accrediting materials as being important along with the need to draw on expertise existing locally and in regions. Staff in TAFE colleges were listed as an obvious source of this expertise. The Victorian Aboriginal Education Associate Inc, however, identified this category as a priority. There is need to assist Local Aboriginal Education consultative groups. They would then be able to develop and implement appropriate and effective methodologies.

(3) Professional development

Once again respondents nominated a wide range of potential areas for professional development and this is in part a reflection of the diversity of further education as is exemplified in the range that goes from developing skills appropriate for new technology to working with volunteers. No one area emerges more strongly than any other.

The Victorian Aboriginal Education Association Inc is quite specific in nominating the following areas for staff development:

(a) Course staff development (professional staff, co-ordinators)
(b) Lecturers/tutors cultural sensitization
(c) Department staff
(d) Course advisory committees

Staff development in the past has been aimed mostly at volunteer groups and local co-ordinators. As a consequence of the formation of the Division, much more needs to be done at the higher levels for professional staff and administrators such as regional officers and TAFE College teachers as well as people outside the adult basic education field.

(4) Developing and evaluating modes of delivery

The urge to examine different modes of service delivery is not confined to the Division of Further Education. Virtually all education sectors are exploring ways of improved client access to their services, and the notion of open learning or flexible learning, as it is now referred to, is being promoted within the Victorian Ministry of Education. Respondents suggested that the issue of delivery could be interpreted in two ways. First, the physical delivery of programs and the source of programs expenditure should be focused on client-centred delivery systems. Second, there is a need to explore other non-traditional modes of delivery such as other government departments and divisions, unions and employers. Most responses indicated an awareness of the technology which could help deliver programs in certain circumstances and there was general support for investigating its use further.

4.4 Student group support

An emerging area that warrants attention relates to support groups of students. In a submission from the Student Groups Support Project at Prahran College an outline was given of student support activities such as conferences and excursions. The most significant achievement of the student group has not been the list of organised activities but rather the growth in individuals, the development of confidence and of interpersonal skills, particularly by those on the projects advisory committee. They have made decisions about essential skills needed by the student workers, devised interview questions, participated in the selection process and made decisions about appointments.

4.5 Pre-employment and the workplace

Although the State Training Board has funded specific pre-employment programs for young people, consultations have revealed that there are adults who benefit from access to these courses. A few providers have specifically brought to the attention of the consultant the importance to their adult clients of the State Training Board's Pre-employment Policy, with its scope for flexible, individually negotiated, credentialed programs.

The Council of Adult Education also provides basic education courses for workers at their workplace in negotiated work time. The skills that workers obtain from these courses are intended to enable them to participate more effectively in decision making processes at their workplace and in the community[10].

The Ministry of Education has a general thrust toward more open and flexible learning and delivery arrangements, and improvements in articulation processes and electronic delivery systems may enable an expansion of the above forms of employment focused adult basic education, with future linkages to credit courses in all sectors. It would appear that there is need for a co-ordinating mechanism, first, to assess information on pre-employment and workplace basic education programs, with respect to the State Training Board's pre-employment policy; and, secondly, to develop a strategy for articulation of relevant components of such programs to other sectors of education.

4.6 Community awareness

Community awareness of further education is perceived by respondents as being very important. Responsibility should be shared between the central office of the Division which clearly is in the best position to produce State-wide information and negotiate with other State-wide agencies and with the regions. The latter would focus on local ongoing programs and would most likely be

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10 The CAE will receive additional funding for this activity from the Division of Further Education as part of the State-wide allocation from the policy initiative.

sufficiently removed from the immediate local scene to overcome potential client embarrassment. There are three key functions in these operations in which the regions should have a crucial role in tandem with State-wide staff carrying out an information and community awareness function. The three functions are the collation of data, the diffusion of information and the exchange of data, information and of activities.

Related to this issue is the requirement for suitable State-wide publications in adult basic education. At present, VALBEC has two publications, *Fine Print* and *Broadsheet*. These documents are perceived by many providers to have played a major role in the development of adult literacy. The Division must support publications suitable to all levels of adult basic education.

Clearly there are opportunities for arousing community awareness at the local level which are not necessarily expensive. Local media and press are often willing to provide publicity for local initiatives. Local providers probably require some professional development in how to package information for local media agencies.

State-wide initiatives may range in costs from pamphlets, through to more costly television advertisements. Respondents have suggest all obvious possibilities and the Division's choice will be governed by its available budget. In committing a large sum of money to community awareness, the Government, through the Division of Further Education, is recognising the importance of publicising the services available to the community and of the achievements of the providers in the field. Respondents are in general agreement with the perspective of the Government in this matter but add a note of caution to the effect that a sudden arousal of expectations will stretch resources beyond their present capacity and that attention should be given to possibly increased interest that might follow a widespread increase in public awareness. It is understandable that with the formation of the Division of Further Education and its new thrust in co-ordinating activities providing for adult basic education, the Government has thought it appropriate to expend significant sums in raising

public awareness. However, providers in the field might take this public awareness campaign as an opportunity to utilise this means as another opportunity to be accountable for their activities in a public manner. Each advertisement of a provider's achievements, then, becomes an occasion and an opportunity to be publicly accountable.

4.7 Information systems

More than one group in the area of adult basic education has sought to be responsible for the Division's information system, and has had experience in some measure in information diffusion. The Division of Further Education cannot divest itself of all the responsibility for information collection and dissemination. In fact, information relating to policy, operational manuals, staffing, finance, and industrial relations must be the Division's responsibility. Further, it may be more cost effective for the Division to handle key curriculum information both local and overseas as well. However, valuable expertise in publishing and networking presently exists outside the Ministry in the area of adult basic education which needs to be supported in tangible ways by the Division, or alternatively outside expertise may be asked to carry out specific tasks for the Division.

There is some support for a State-wide information office linked to regional offices. Because of the relative newness of the Division, a two-way flow of information between the centre and the periphery is crucial to its success. As well, because of the diversity of clients and providers, the system needs to be designed carefully and co-ordinated efficiently. In time, one can anticipate more tasks being fed to agencies outside the Division. The regional offices of the Division need to have information about students, tutors, co-ordinators, methods of teaching and resources. The regions must be linked to each other and all should be linked to the State-wide information office. However, there is some support in the field for consolidating the publishing activity and a demonstration resources unit in the State-wide information office. Two officers have been allocated to information and community awareness; one with particular responsibility for establishing the statistical and other information

data base and one with particular responsibility for curriculum information diffusion.

4.8 Technology

First, responses from the field in the main perceive technology as a means to achieve wider educational and social ends. Secondly, respondents emphasise that the correct technology in any given instance is determined by its appropriateness to the project in hand rather than be determined by availability of technology, however sophisticated. While some respondents reflected concerns about aspects of technical quality and performance, there was general support for the appropriateness of technology particularly in rural areas. There was a call for a Ministry-wide unit (because technology is a Ministry-wide concern and needs the cooperation of all agencies within the Ministry) where it can play a developmental role.

Technology can have an impact on administration and course delivery. In relation to course delivery, technology can support conventional face-to-face instruction, but perhaps its greater potential may lie in providing more flexible open learning to adults through a variety of distance education strategies. Access to educational opportunities can be greatly enhanced by new technological developments in telecommunications and computer technology. The Division of Further Education should consider successful strategies used by other sectors to deliver their programs. To this end, an educational technologist/telematics officer should be appointed to facilitate this objective. It is also suggested that a small expert reference group be established to examine developments in the field including computer software and to liaise with other sectors of education. One positive development which the Division should find encouraging is a recent resolution passed by the School Division's State Advisory Committee of Resource Agreement 3 Country Student Participation recommending that "the seventeen rural clusters of post-primary schools give consideration to sharing their facilities with other educational sectors on a reciprocal cost basis."

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The Fitzgerald Report (Committee to Advise on Australia's Immigration Policy) further recommended that much greater use be made of distance learning for the teaching of English, in particular by making maximum use of the Special Broadcasting Service (radio and television), including provision of funding for new SBS programs which should also be offered for use by the adult basic education in regional areas.

4.9 Teacher education

Education in Australia serves a population that is multicultural and multi-lingual. At the State Conference on Teacher Education for English as a Second Language (1985) the conference considered that there was an urgent need for teacher education to address itself explicitly to issues of language and culture and to exemplify appropriate approaches to them.

4.10 Priorities derived from respondents' comments on other issues

One of the most pressing short term issues is seen as industrial relations. This issue has emerged in two contexts. First, there is the context of the new structures with the formation of the Division of Further Education. While, conceivably, there are more long-term aspects, some of the anxiety in this instance might be allayed as the Division settles in its personal structures and operations. The second area concerns a disparity in terms and conditions between TAFE Colleges and other providers for what is perceived to be the same work done. This is a matter that needs to be handled sympathetically and immediately, even if a lasting resolution might take some sorting out between more than one Division in the Ministry.

4.11 Other priorities

(1) Aborigines

The Victorian Aboriginal Education Association Inc. expressed some concerns over the future of its culturally relevant programs such as the Elders History

Program. The emphasis on economic development has the potential to diminish the growth of the social development type of program. Aborigines who are without qualifications have an unemployment rate of 71 per cent, those with qualifications have an unemployment rate of 34 per cent. Various studies show that Aborigines are disadvantaged in the social and living skills area.

VAEAI have identified deficiencies in the current planning and provision of non-vocationally oriented education by agencies of the Ministry which directly relate to their lack of resources to enable the communication of necessary information at specific stages of planning either at the program or institutional level.

Certainly, as far as literacy programs are concerned, the existence of a distinct 'Aboriginal English' language requires recognition. This also emphasizes the importance of the participation of Aboriginal educators and the local community in the design of courses, what teaching strategies are employed and where courses are to be delivered.

For example, the Koori Womens Resource Centre has been funded through the Neighbourhood House program of CSV to provide support to Aborigines in the Melbourne Metropolitan area. After a year of operation, the co-ordinator has identified the need to extend the services to address literacy and numeracy difficulties experienced by the women attending the centre and also their families. The Centre is seeking funds to develop programs for the Aboriginal community to be delivered in the familiar environment of the Resource Centre.

Community co-operatives have been established by Aborigines throughout Victoria to provide a focus for community development activities and are important resources which could be utilized to deliver educational programs through the Local Aboriginal Education Consultative Groups (LAECGs).

The development of courses to be delivered in the local communities should be through co-operative discussion between the Division of Further Education and the LAECGs through the representative State-wide organisation (VAEAI).

In addition, an examination of appropriate teaching/learning strategies to deliver the agreed curriculum should employ the expertise of the telematics Unit and the RA3 Project to identify the type of technological support appropriate to the social and educational needs of each community.

It is envisaged that an officer be appointed to complete the initial tasks and provide support to the new programs. Initially, funding should be provided for financial year 1988-89, i.e. from January to July 1989. The duties could include:

* compilation of existing programs delivering literacy and basic adult education to Aborigines, both TAFE College and community based;
* survey Aboriginal communities to provide statistics on size and nature of target population;
* consultation with LAECGs to determine the nature and extent of adult literacy and basic education programs;
* liaison with distance education and telematics units within Ministry to establish appropriate teaching/learning strategies, and technology requirements to ensure successful program delivery; and
* ensuring that the new programs are included in the information base available to Aborigines.

(2) Ageing

It is estimated that by the year 2001 there will be 789,600 Victorians aged 60 and over (16.5 per cent of Victoria's population) who will have special needs for further education (Edgar, 1987, p. 149). Although current trends in Australia are for older people to retire early and therefore have sufficient time to pursue further education courses, these senior citizens may continue to make a contribution to the general productive capacity and overall social welfare of the state. They are an obvious source of clients for decentralised delivery in

neighbourhood houses, and research should be undertaken to determine their potential needs.

(3) Poverty

Although this report has dealt with each area of disadvantage separately for expediency, obviously they overlap, and poverty is often the point at which many other aspects of disadvantage converge. The social justice strategy sets out to overcome unfairness caused by unequal access to economic resources and power.

(4) People with disabilities

Technology offers further education staff with a range of possibilities to assist people with disabilities. Most students with disabilities are able to develop some computer skills at school, but leave with poor literacy and numeracy skills. Computers located where adult literacy and basic education is provided would be of particular benefit to students who have poor hand skills/arm mobility, and enable them greater opportunities to access learning. Consideration would need to be given to computers for which switching devices and suitable software are available. Computers enable students with disabilities to work independently. They can also cut out lots of frustration when a person's disability means he or she cannot write at all, or very slowly.

For some students with intellectual disabilities the Cerato Package is useful (computer and software). Deinstitutionalisation means that there is an increasing number of students with intellectual disabilities attempting to gain access to adult literacy and basic education programs. The Cerato Package should be available through a number of providers to ensure that these students' needs can be met.

(5) Equal gender access

For reasons arising out of their gender, some men and women may find themselves uncomfortable with existing programs. The issue of equal gender access is connected to large, more widespread social issues relating to the

domestic and career/public roles of women which may inhibit the ability of women to participate more effectively in education and training courses. Such barriers to participation may affect women in families of low income or high income. Despite the social limitations, women have played a significant nurturing and development role in maintaining the high profile of adult basic education in a most localised and concrete way. The Victorian Adult Literacy and Basic Education Council have argued that there are undoubtedly some equal opportunity issues in a field of work where so many women provide the teaching and co-ordination. It would be a pity if men felt inhibited from participating more extensively and effectively in a domain which has in significant sections of the movement been sponsored by women.

(6) People of non-English speaking backgrounds

In some Division of Further Education regions, such as Western Metropolitan, Northern Metropolitan and Southern Western Port, people of non-English speaking backgrounds make up a high proportion of the population. This issue is a concern to respondents because Adult Migrant Education Services will increasingly concentrate on recent arrivals. Further, the group can be divided into those with high oracy skills and those with low oracy skills. While the former can possibly be accommodated in standard adult literacy and basic education programs, the latter are underrepresented in these programs and need to receive special attention.

(7) Geographic location

The most obvious impact of geographic location on distance clients is from centralised services and the degree of isolation that both clients and tutors feel. This can be particularly difficult in areas such as adult migrant education services where the relatively small numbers of migrants do not generate the networks of support services in country locations. Another less obvious impact of rural locations on the delivery of adult basic education is the sensitive nature of its delivery in country towns. Anonymity is more difficult to secure and program development is more complex. Some regions such as Gippsland are developing some innovative programs with technology for tutor training and

course delivery. It is likely that other developments such as the Victorian Government's Telecommunications Initiatives (VISTEL) will have an impact on course delivery in future.

4.12 Numeracy

It has been suggested that the neglect of numeracy has been due partly to innumeracy being more socially acceptable than illiteracy. Further, it has also been suggested in the course of consultations that a self-selecting principle was operating in that literacy tutors themselves were not as sure of their competencies in numeracy to provide the service in that area, and hence the neglect. This is an area of major concern and should assume first priority in any new thrust the Division undertakes in service provision.

PART III

Chapter 5. Structural supports

5.1 Agendas for reference groups

While the basic right of people to the skills of literacy and numeracy may be the overall rationale justifying the demand for and provision of adult basic education, the providers in the Division, I have argued, may have other immediate sources legitimising their activities. Given the varying legitimacies involved, it is possible for a degree of tension to enter into the relationship. In the circumstances it is important to develop structures and processes that would creatively hold together the multiple sources of legitimation and the fundamental work involved in the adult sector of basic education.

The focus will be to re-sort and refine the nature, scope and functions in the area of adult literacy and adult numeracy within adult basic education, to devise structures that would more appropriately ensure a Divisional perspective, that is a perspective that takes in local, regional and State-wide interests in a sharing context of priorities and resources. Respondents have given me some indication of priorities in the allocation of funds. As well, respondents have drawn attention to a number of related issues of wider significance. As a step towards the development of appropriate structures and processes, it is envisaged that small reference groups be formed bringing together experienced people from the field, clients, regional and State-wide personnel to work together to assess the adequacy of services in various areas; to ensure that areas operate in a co-ordinated way and to draw up medium term strategy proposals.

5.2 Principles underlying structural support

In Part I of this report the many-faceted, competing and complementary character of the historically evolved movement of adult basic education is evident. A particular strand of that character, we saw, was the localised and grassroots nature of interaction of relationships. These relationships are client and provider oriented, consultative in decision making although they were fragmented and lacked a degree of organisational cohesion. The evolution to Divisional status was a historic milestone in that local interests were now given a context within State-wide strategies, and shared funding and resources. The challenge here is to ensure that the newly evolving divisional structures allow for local participatory and Government budget agendas to work together.

5.3 Resource personnel

It would appear that with State-wide and regional personnel in place - that is, positions from General Manager, regional Managers to regional Officers - additional staff will need to be appointed as officers in areas of special interests to work with reference groups in a way which will assist in a thorough assessment of the adequacy of services across Victoria, in co-ordination of services and in drawing up and developing strategies. For example, research, curriculum and materials development, professional development, and developing delivery systems as well as publications in the contexts listed under 5.1.

5.4 Register of skilled people

As part of this consultancy, expressions of interests were sought in public advertisements through State and national newspapers from individuals and institutions with a view to building a register of people with appropriate skills. They were asked to participate with adult education providers in projects in the following areas:

* research;
* development and evaluation of curriculum materials;

* professional staff development;
* developing and evaluating different modes of delivery, including technological support.

Respondents to the advertisement were asked to indicate the personnel, expertise and resources available to support projects.

5.5 Registration and insurance of equipment

As education uses more equipment for some functions than has been used in the past, some new costs will emerge. Maintenance, insurance and provision for eventual replacement are three of these costs. For insurance purposes it is important that a register of equipment is maintained by providers. Individual providers should build in an allowance for maintenance costs in their budget submissions.

Chapter 6. Guidelines on funding

6.1 Guidelines on process of expenditure

Areas of priority

Funding in the areas of staff development, technology support and community awareness will primarily be allocated in two phases, the first phase being January to June 1989; the second phase being July 1989 to June 1990. The following areas warrant expenditure of funding either in an integrated form or separately: research, professional development, curriculum and materials development, and development of delivery systems including technology within one or more contexts of increasing need, such as Aborigines, people with disabilities, and people of non-English speaking background.

6.2 Funding strategy

There are six possible implementation elements.

(1) State-wide projects

The function of these projects would be to provide a range of services either separately or of a more generalised and integrated nature in the four areas of research, curriculum and materials, staff development and technological support as well as to initiate and to develop areas of emerging or continuing importance. A number of projects across the State would provide coverage both geographically and methodologically. They would each offer some variety to programs and providers across the State in different ways of interaction between theory and practice. The projects would aim at linking the needs and experience of provider personnel with expertise and experience available in the State's higher education institutions. Join applications between providers would be favoured.

(2) Local projects

Because of the nature of the budget allocation, a considerable sum is available for one-off projects in this area up to 30 June 1989. This mechanism can be used to meet many of the urgent, short-term needs in the four designated expenditure areas. A dual process could be useful here: State-wide priorities could be identified and projects put to tender. The balance of the funds could be available for open submission within guidelines so that good ideas from the field could be supported. This would allow for particular needs to be met, e.g. research into provision for the hearing impaired. The Division would need the resources to co-ordinate and monitor this major area of activity. Projects will be many and varied and will need to be held together in some way by the Division and given a State-wide perspective.

(3) Division of Further Education

If the Division plans to create State-wide office positions in technology and numeracy education, with responsibility for the total area of the budget initiative as well as relevant Commonwealth grants and for the field as a whole, a real priority for the Division would be to provide links with the previously outlined areas of this strategy, namely the local projects. The Division will need to coordinate the application of theory into practice through curriculum and staff development, materials production and research. In addition, coordination of the technology and learning aids component of the Budget must occur. The Division will have a responsibility under this State strategy to publish reports and outcomes of the budget initiative and to promote the strategy through conferences, forums and wider contacts, both governmental and non-governmental. These requirements suggest that State-wide officers are needed to link the various activities of the strategy through the regions. Further links and supports must be provided for the dual College and community provider system. While some concerns are common, there are particular curriculum and organisational features in the work of college staff that need attention. Two State-wide officers - one with additional responsibility for research and curriculum and materials development, and one with additional responsibility for professional development and modes of delivery would be required to carry

out normal Divisional functions of a State-wide nature. Those State-wide officers would need a broad understanding of curriculum developments in the areas of adult literacy and numeracy. They would need an awareness of the role and uses of technology and different modes of delivery. They would support Adult Literacy and Basic Education Officers in their regional work in these areas. However, while coordinated at the State-wide office of the Division, regular staff development activities would be organised mainly through the regions.

(4) Regional allocations for staff development

In addition to the above elements, a sum of money should be available to be allocated among the regions for them to fund attendance at staff development activities - for example, conferences - or to assist in organising specific staff development programs for regional personnel.

(5) Technology and learning aids

(a) Principles for technology use expenditure

The general principle is that technology should provide a means to achieve appropriate educational outcomes; technology is not an end in itself, but is intended to empower individuals and groups to carry out a social and educational task more efficiently and effectively.

Other principles:

(i) Requests for resources should be locally driven in order to implement purposeful learning.

(ii) Such requests should develop within State-wide guidelines and enable bulk buying, compatibility and links to the rest of the Ministry (e.g. the Schools Division Commonwealth-State Resource Agreement 3, Country Student Participation).

(iii) Information should be available on other appropriate local equipment, for example, equipment in schools.

(iv) Change agents in the field should be identified along with general levels of existing skill capacity.

(v) Implementation should be integrated and guided by a technology reference group with the DFE.

(vi) Technological input should act as a stimulus to general educational development in programs.

(vii) Good, small local initiatives should be resourced in addition to a number of larger projects of State-wide significance.

(viii) Research should occur into future uses of technology.

(ix) Evaluation and reports on projects should lead to publications and conferences and presentations of findings.

(x) A State-wide register of all equipment should be kept and adequate insurance cover provided.

(b) Items

Possible items for one-off funding include: cassette records, word processors, laser printers, desk-top publishing facilities, books, videos, software (holistic language approach), overhead projectors, photocopies, telephone direct systems and fax machines. On-going funding would need to be available, especially in distance numeracy and literacy provision, for consumables, maintenance, depreciation, tutoring/program costs, insurance, telephone rental, line-costs, and so on. It may be possible to make some arrangements through, for example, the TAFE Off-Campus Network and to share some facilities with Schools Division.

(c) Process

Some funding might be held in reserve until, say, March-April 1989 so that State-wide Projects (see 5.1) could continue to be funded into the year. In general, submissions would be invited from providers or regions for this developmental activity. Funding would be on an annual basis, subject to budget, performance review and accountability. Providers submitting separately would need evidence of regional Council support. Two or more providers would be allowed to group together to form a

cluster, the characteristics of which are an ability to develop a common project of local or regional significance, to claim multiples of individuals funding, and to share skills and resources with the cluster.

Submissions would be called for on a calendar year basis, subject to funding being available in the subsequent financial year. Available Commonwealth funds would be added so that only one process of annual submission/and funding occurred. State money which needs to be expended by June 1989 would form the first half of the total funds to be spent in the 1989 calendar year.

(d) Expressions of interest

In order to reach education institutions, not usually seen as further education providers, a public notice was placed in the daily press to indicate that funds would be available in this area and expressions of interest would be sought. Guidelines for submission/tendering would then be provided at a later stage. The notice explained that project applications need to be linked with a further education provider. Advertisements carrying the Expressions of Interest notice appeared in *The Age* and *The Australian* over a period of two weeks in late November 1988. An overwhelming number of responses came from individuals and institutions/organizations.

(e) Possible submission guidelines

Submissions should take into account the following factors:

(i) State clearly how they will enhance the delivery of educational services to client groups.

(ii) Outline the programs to be run and indicate their relationships to existing programs.

(iii) Indicate how they share existing resources in the community.

(iv) Provide a budget, indicating one-off and on-going expenditure, with a future projection into 1990.

(v) Give brief implementation plans and time lines.

(vi) Make provision for staff development and an evaluation report. A written report of the project should be provided for publication (Research/Project Reports) and for conference presentation.

(vii) The submission should not be very long but should contain a one page synopsis detailing aims, objectives, appropriate methodology and funds sought.

(viii) Be prepared to enter into an agreement to adhere to DFE accountability requirements.

(6) Community awareness

Community awareness activities would serve two main functions:

(a) to demonstrate to the public how the state strategy is working and what contribution it is making to the Government's economic and social justice strategies in order that more effective community involvement can be generated; and

(b) to ensure that the policy-driven programs and services offered are made known both to DFE and the community through regional officers.

In order to achieve function (a), implementation would need to be carried through by the DFE's regional and State-wide staff. Initially, literature (brochures, posters) would be produced to promote what is available and to give the Strategy a coherent identity. Local providers would be able to adapt quality State-wide material to give specific information about their programs and so to increase access to them. The content of leaflets and publicity material would be determined in discussions between the DFE and the field, with professional assistance from a public relations consultant. To realise (b), feedback from the regions and the providers will see further publications, ranging from research reports to accounts of good practice.

6.3 Allocation of funds

It may be that distribution of State-wide funds could be assisted by the advice of a small expert group drawn from the regional Councils of Further Education.

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APPENDIX 1.

CONSULTATION BRIEF
MINISTRY OF EDUCATION
DIVISION OF FURTHER EDUCATION

Strategy Planning for use of policy initiative funding in Adult Literacy and Basic Education

Aim

The aim of the project is to prepare a strategy plan for implementing the program support and development component of the adult basic education policy initiative.

Context

As part of the 1988-89 policy initiative in adult basic education, the Government has provided for expenditure in the areas of research, curriculum, professional staff development and evaluation.

Part of the project is to define context and parameters of the expenditure. In broad terms, however, any strategy will have to take account of the following factors -

(a) the social justice and economic strategies of the Victorian Government;

(b) the purpose, aims and functions inherent in the creation of the Division of Further Education;

(c) the established approaches and culture in adult basic education;

(d) accepted and acceptable standards of evaluation, efficiency and accountability in the delivery of Government programs.

Process

The process will require a consideration of Government expectations and parameters, consultation regarding the existing and prospective relationship between Government and service providers, and consultation regarding the impact of change on users and the broader community.

More particularly, the project will include the following elements.

1. Documenting the links between the Government's economic and social justice strategies and the purposes and functions of the Division.

2. Through a process of consultation with a range of representative groups -

   (1) identifying a priority for expenditure within and as between

   * research,
   * the development and evaluation of curriculum and materials,
   * professional staff development,
   * developing and evaluating modes of delivery,

   and identifying specific areas of possible activity;

   (2) identifying relevant structures and processes through which to fund and support the delivery of adult basic education;

   (3) identifying the extent of the need for information about and the promotion of the work of the Division in adult basic education within the community.

3. Proposing what projects should be undertaken, and to what level of funding, in order to use the available funds most efficiently and effectively for the designated purposes and within the available time.

4. Preparing guidelines, based on 1., 2. and 3., for (1) the expenditure of the DFE budget in the areas specified; (2) how tenders should be called for and selected; (3) the requirements in relation to accounting and accountability to be imposed on successful tenderers; (4) policies in relation to management and structures ancillary to the other guidelines.

5. Preparation of advertisements and other tendering requirements in relation to the areas identified for expenditure.

6. Preparation of an overview report.

Outcomes

The project will have as its outcomes -

The recommendations and documents referred to in 3. to 6. above.

Duration

It is expected that the project will take 5 weeks.

APPENDIX 2.

A BASIS FOR CONSULTATION

(Sent by Consultant to DFE providers and other individuals and bodies for comment.)

1. Context

1.1 What connections do you see between the Social Justice and Economic Strategies, the policy initiative in adult literacy and basic education, and the purposes and function of your local programs and/or areas of concern. Put simply, what are the wider social and educational purposes that underlie the service you provide?

1.2 What is distinctive about adult basic education work in your region/provider compared with what is common to all basic education across the state?
(Note: We are here attempting to identify the particular needs and strengths of regions/providers to build on.)

2. State-wide Funding Areas

2.1 Given the four areas listed (i) research (ii) development and evaluation of curriculum and materials (iii) professional staff development and (iv) developing and evaluating different modes of delivery, what sorts of activities need funding within them?

2.2 How would you rank these four areas in terms of priority for funding? (Using a scale of 4 for the highest and 1 for the lowest.)

2.3 It is suggested that work done in these four areas should be designed so as (a) to help providers to develop skills and decision-making experience, and (b) to meet the accountability requirements of and to the DFE. In your view, what would be the best mechanisms to achieve these aims?

2.4 Do you think that it is preferable that contracting to do work in any one of the four areas should have to include a proposal to involve a provider as a funded participant in the project?

2.5 If technology is perceived as subordinate to and designed to serve as a means to wider social and educational purposes (e.g. the use of technology to link individuals in

an interactive context, say for language development), what aspects of research, curriculum and staff development would you say might be enhanced by the use of technology?

2.6 What types of technology and kinds of equipment do you see as being of value and use in your actual provision for students?

3. Community Awareness

3.1 To what extent are you providing information about and promoting the work of adult basic education within the community?

3.2 What additional activity might you and/or the State-wide service be engaged in to develop community awareness of your valuable work?

4. Adequacy of Provision for People of Non-English speaking Background

What is the general breakdown of your clientele in terms of English-speaking/non-English speaking background? Are your current programs able to meet the needs of clients who are of non-English speaking background? (It is estimated that 300,000 of Victoria's 400,000 adults deemed to be sub-literate are of non-English speaking background.)

5. Information Collection, Exchange and Discussion

From feedback already received, there seems to be a need for information reporting and discussion at the State-wide level through publications, conferences and public forums. These activities involve the general community, student experiences, support, research reporting etc. While the regions/providers no doubt will be engaged in some of these activities, what State-wide supports in these areas do you expect should be available to the DFE?

6. Sharing of Resources

How might clusters of services within your locality be provided (including sharing of personnel, materials, skills, job-sharing and dependent, grassroots decision-making processes) that would co-operatively lead to more effective programs and support services?

7. Numeracy

Does greater attention need to be given to numeracy in addition to the present focus on literacy within the adult basic education strategy? How might this be achieved in your program/region?

8. Distinct But Connected Issues

Are there other issues you would like to raise which are connected with your programs but are distinct from the policy initiatives for which this specific brief was designed? (e.g. What areas do you consider need immediate attention in terms of sustaining staff morale?)

APPENDIX 3.

LIST OF RESPONDENTS TO DOCUMENT, "A BASIS FOR CONSULTATION"

Regional Adult Literacy Coordinators

Chris Stewart	Northern Metropolitan
Dave Tout	Central Metropolitan
Cheryl Russell	Loddon Mallee
Sue Naylor	Eastern Region
Belinda Morgan	Central Highlands Sub Region
Peter Waterhouse	Gippsland
Moya Turnbull	Goulburn North Eastern
Sue Staggard	Southern Western Port
Rosa McKenna	Western Metropolitan
Marilyn van Damme	Goulburn North Eastern
Margaret Simmonds	Wimmera Sub Region
Ray Townsend	Barwon South Western

TAFE Colleges

Daryl Evans	Footscray College of TAFE
Moya Turnbull	
John Coghlan	
T. Vistarini	Goulburn Valley College of TAFE
Michael Oliphant	Box Hill College of TAFE
Sharon Oates	Prahran College of TAFE
Mary Sutherland	Swinburne TAFE
John Sargent	Outer Eastern College of TAFE
Janice Eldridge	TAFE Off-campus
Rob McCormack	Footscray TAFE
Robert Bain	Warrnambool College of TAFE

Council of Adult Education

Delia Bradshaw

Division staff - regional

Peter Shadbolt	Albury Wodonga
Carol Kelly	South Western Port
Helen Lambert	Goulburn North Eastern

Division staff - State

Ian Gibson	
Noel Simpson	
Dorothy Kiers	
Aileen Treloar	

State-wide projects

Wayne Darnley	Preston Off-Campus Study Centre
Rex Ennis	Workplace Basic Education Project
Helen Smith	Pre-Employment

Special interest groups

Jenny Dyer	Yooralla Society of Victoria
Gillian Wells	Home Tutor Scheme AMES
Audrey Grant	La Trobe University/Adult Literacy
Geoff Burke	Adult Migrant Education Services
Lionel Bamblett	Victorian Aboriginal Education Association Inc
Helen Moore	La Trobe University: E.S.L.
Heather Houghton	Victorian Adult Literacy and Basic Education Council Inc
Alfred Tatlock	Central Metropolitan Council

Community Providers

Helen Kimberley	Mountain District Women's Cooperative Limited
Peter Greed	Mildura and District Education Council

APPENDIX 4.

With the Division being formed, a register of skilled people who could assist providers in their day-to-day work as well as in their local or State-wide projects was sought through the following advertisement.

MINISTRY OF EDUCATION
DIVISION OF FURTHER EDUCATION
ADULT LITERACY AND BASIC EDUCATION STRATEGY
EXPRESSIONS OF INTEREST

The State Government has made available funds for 1988-89 to develop a State strategy in the general area of adult basic education.

Through adult literacy and numeracy activities, as components of adult basic education, the strategy will promote personal enrichment, pre-employment and vocational enhancement to promote wider social discourse and effective participation in the public culture of Australia.

As part of the strategy the Division of Further Education is looking for applications from institutions and individuals to undertake projects in the following areas:

(i) research;
(ii) development and evaluation of curriculum and materials;
(iii) professional staff development;
(iv) developing and evaluating different modes of delivery, including technological support.

Institutions and individuals with interests in the theory and practice of adult basic education and with particular expertise in one or more of these areas are invited to apply their names to a general interest register. Submissions should briefly indicate the personnel, expertise and resource available to support the projects.

Further details of proposed projects will be available at a later date. The Division intends to invite members on the register to apply for project funding for projects focused at both State-wide and local levels.

Expressions of interest should be forwarded by Friday 9 December to:

The General Manager
Ministry of Education
Division of Further Education
GPO Box 4367
MELBOURNE 3001

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